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APPENDIX
TO THE
FIFTY-FIFTH VOLUME
OF THE
JOURNALS OF THE HOUSE OF
COMMONS

DOMINION OF CANADA

SESSION, FEBRUARY, 1919

PART I

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

J. DE LABROQUERIE TACHÉ,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1920

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APPENDIX

175 ONE

FIFTY-FIFTH VOLUME

176 TWO

JOURNALS OF THE HOUSE OF
COMMONS

DOMINION OF CANADA

SESSION PARLIAMENTARY 1910

PART I

PROCESSES OF THE HOUSE OF COMMONS



OTTAWA

PRINTED BY THE KING'S PRINTER

1910

LIST OF APPENDICES, FEBRUARY-JULY, 1919.

PART I.

- No. 1.—Second Report of the Special Committee *Re* Bill No. 19 (Letter A of the Senate), "An Act to consolidate and amend The Railway Act": Minutes of the evidence taken and reported for the information of the House. *See Journals*, page 269. *Not printed as an Appendix.*
- No. 2.—First and Third Reports of the Select Standing Committee on Agriculture and Colonization: The evidence of Dr. S. F. Tolmie, M.P., Messrs. H. S. Arkell, J. A. Ruddick, and an address by Hon. Mr. Crerar, as appended to the First Report. *Printed for distribution and as an Appendix to the Journals.* The evidence of Messrs. G. H. Clark, C. E. Saunders, J. Fixter, L. H. Newman and E. D. Eddy, and a series of addresses by various speakers relating to the Standardization of parts of Vehicles and Agricultural Machinery, as appended to the Third Report. *Printed for distribution to Members of Parliament. See Journals*, pages 288 and 491. *Not printed as an Appendix.*
- No. 3.—Second and Final Report of the Special Committee *Re* Pensions and Pension Regulations: The Order of Reference, the evidence taken, and Reports of the Committee. *Printed for distribution and as an Appendix. See Journals*, pages 431-435 and 454.
- No. 4.—Public Accounts: The evidence as appended to the First Report of the Committee for the information of the House. *See Journals*, page 479. *Not printed as an Appendix.*
- No. 5.—Second Report of the Special Committee *Re* Scientific Research: Proceedings and evidence as appended to the Second Report. *See Journals*, pages 505-506, 510. *Printed forthwith for distribution; also Printed as an Appendix.*
- No. 6.—Fifth Report of the Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, etc.: Proceedings and evidence as appended to the Fifth Report of the Committee. *See Journals*, pages 517-519, 520. *Printed as an Appendix.*

PART II.

- No. 7.—Third and Final Report of the Special Committee appointed for the purpose of inquiring forthwith as to the prices charged throughout Canada for foodstuffs, clothing, fuel, etc.; also as to rentals of dwelling houses in industrial centres of Canada, etc.: The evidence taken and the statements or records submitted in connection therewith, as appended to the Third Report of the Committee. *See Journals*, pages 539-545, 546. *Printed as an Appendix.*

EVIDENCE TAKEN

BEFORE THE

SELECT STANDING COMMITTEE ON AGRICULTURE AND COLONIZATION

DURING

SESSION OF 1919

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

J. DE LABROQUERIE TACHE,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1919

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LIST OF MEMBERS, 1919.

Allan,
Anderson,
Armstrong (York),
Armstrong (Lambton),
Argue,
Arthurs,
Baldwin,
Ball,
Best,
Blair,
Bolton,
Bourassa,
Bowman,
Boyce,
Brien,
Brouillard,
Burrell,
Cahill,
Casselman,
Chisholm,
Clark (Red Deer),
Clarke (Wellington),
Cowan,
Crerar,
Cruise,
Davis,
Delisle,
Denis,
Desaulniers,
Douglas (Strathcona),
Edwards,
Finley,
Fournier,
Fulton,

Gervais,
Glass,
Halladay,
Hay,
Harold,
Henders,
Hughes (Sir Sam),
Hunt,
Johnston,
Kay,
Knox,
Lafortune,
Lanctot,
Lang,
Leger,
Long,
Mackie (Edmonton),
Mackie (Renfrew),
Maclean (York),
Maharg,
Marcile (Bagot),
Marshall,
Mayrand,
Merner,
Molloy,
Morphy,
Myers,
MacNutt,
McCoig,
McCrea,
McCurdy,
McGibbon (Muskoka),
McGregor,
McIntosh,

McIsaac,
McLean (Royal),
McLeod,
Nicholson (Queens),
Nicholson (Algoma),
Paul,
Proulx,
Reid (Mackenzie),
Robb,
Savard,
Seguin,
Sexsmith,
Shaw,
Sifton,
Simpson,
Sinclair (Antigonish),
Sinclair (P.E.I.),
Smith,
Spinney,
Stacey,
Steele,
Sutherland,
Thompson (Hastings),
Thompson (Weyburn),
Thompson (Yukon),
Thomson (Qu'Appelle),
Tolmie,
Tremain,
Truax,
Wallace,
White (Victoria),
Wilson (Wentworth),
Wright.

REPORTS OF COMMITTEE.

The Select Standing Committee on Agriculture and Colonization, beg leave to present the following as their

FIRST REPORT.

Your Committee Report, for the information of the House, the following evidence, taken during the current session of Parliament.

The evidence of Dr. S. F. Tolmie, M.P., on "Control and eradication of Bovine Tuberculosis," and "How our live stock can best be improved and a solid and permanent industry built up."

The evidence of Mr. H. S. Arkell, Live Stock Commissioner, on "Prospects and markets for live stock in 1919."

The evidence of Mr. J. A. Ruddick, Dairy and Cold Storage Commissioner, on "Canada's transportation, refrigeration and cold storage requirements, in connection with the possible and necessary development of live stock," and an address by the Hon. Mr. Crerar, Minister of Agriculture, "On the general conditions and prospects for Agriculture in 1919."

Your Committee would recommend that 5,000 copies of the said evidence be printed in blue book form under one cover for distribution, and also as an appendix to the journals of 1919.

All which is respectfully submitted.

R. C. HENDERS,
Chairman.

The Select Standing Committee on Agriculture and Colonization beg leave to present the following as their

SECOND REPORT.

Your Committee recommend that they be given leave to sit while the House is in session.

All which is respectfully submitted.

R. C. HENDERS,
Chairman.

The Select Standing Committee on Agriculture and Colonization beg leave to present the following as their

THIRD REPORT.

Your Committee report for the information of the House, further evidence taken during the current session of Parliament.

The evidence relating to the "Standardization of parts of Vehicles, and Agricultural Machinery," of Mr. G. H. Clark, Seed Commissioner, on "The necessity for a

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Terminal Elevator in Province of Ontario," of Messrs. C. E. Saunders, J. Fixter, L. H. Newman, and E. D. Eddy, on "The benefits of good seed and best methods of crop production."

Your Committee would recommend that said Evidence and Address be printed along with the matter already recommended in your Committee's First Report, under one cover for distribution to Members of Parliament.

All which is respectfully submitted.

R. C. HENDERS,
Chairman.

CROPS AND MARKETS FOR 1919.

HOUSE OF COMMONS, COMMITTEE ROOM 318,
OTTAWA, THURSDAY, March 27, 1919.

The Committee on Agriculture and Colonization met at 11 a.m., Mr. Henders, Chairman, presiding.

The CHAIRMAN: We desire to deal this morning with preliminary matters relating to our programme for the session. If we are going to get results, we should organize this morning a special committee who would be responsible for bringing matters before the general committee at different times. I think, on the whole, our meetings last year were productive of some good. We had a number of very interesting discussions, and a certain amount of study was carried on that I think was of value to the members of the committee and through them perhaps had wider influence on national affairs. I have been casting about a little for some matters that I thought would be of interest to the committee this session and I have put myself in touch with the Minister of Agriculture and the Deputy Minister, who have furnished us with some of the topics that they considered of vital interest affecting agriculture; matters that they were dealing with, and that they would like the committee to discuss and make pronouncement upon. These will be submitted to the committee in due time. The object of calling the committee this morning was to hear an address from the Minister of Agriculture, in which he will deal with some general questions affecting agriculture. As Minister of Agriculture he is perhaps more thoroughly than any one else prepared to discuss market conditions for the handling of our crop for 1919, and will be able to give us some information to circulate among the farmers at this time, which will be of value to them. I take it that it is important that there be some pronouncement made on this question at the earliest possible date. Looking at the conditions as they present themselves to the casual observer, but who is personally interested in the matter, the outlook for a market for our grain for 1919 is not by any means bright. The indications are that a great deal of systematic and business effort will have to be put into the handling of our 1919 crop if we are going to get anything like adequate results out of that crop. We believe the markets of the world are the markets that should regulate the price of our grain, but we know that in endeavouring to reach the markets of the world at the present time we are surrounded by serious handicaps. Canada especially is going to suffer from this handicap, unless prompt action is taken providing for the financing of our crop. It would appear from all that we can gather that the governments of the different countries, where they have produce to sell, will have to be responsible to the allied governments who want to buy, by guaranteeing to the financiers of the allied governments the necessary money for the purchase of the crop. We are aware of the fact that the United States has already taken action along that line. They have given guarantees to the allies who want to buy that they will furnish to them the necessary security for the handling of their crops. Canada will have to do the same if we are going to be in a position in which we will have fair treatment with regard to the getting of our grain into the allied countries for consumption.

There is another important matter that will have to be considered, and that is transportation. I expect that during this year we will experience serious difficulty

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with regard to securing the bottoms necessary for the getting of our grain overseas.

As a rule transportation will go to the ports where they expect to have cargoes in and out, and the United States is furnishing cargoes of that kind at the present time, so that there is a tendency on the part of our transports to go to the American ports, and unless arrangements are made by which we are able to offer inducements along the line of freightage in and out, we are going to be handicapped in securing the bottoms necessary for the handling of our crops. This, I take it, is a very important matter, and I think this Committee ought to arrange a programme that will call the attention of the Government to the fact that the vessels that are being built, and over which they have any control, will be handled in such a way that our shipping ports will receive fair consideration from our own vessels at least. As I see it, the grain situation for this year is fraught with a great many difficulties as far as the handling of it is concerned. The United States have guaranteed the price of their grain for 1919, and there is a certain amount of clamour on the part of our people to have our Government treat our agricultural interests in the same light and along the same lines as the United States Government has treated the agricultural interests in that country. As I see it, there is a marked difference; the cases are not parallel, and therefore there is argument perhaps or a good reason why we should not take that position. We believe, however, that what we ought to do is to consider the whole question and to make the best outlet and facilities for the handling of our grain as easy as possible for the allies who want to buy, so that we may be in a position to compete fairly in those markets. I have said that it looked to me as if the picture, so far as the marketing of our crop this year is concerned, was rather dark. Why do I say that? The latest reports place conditions about as follows: We have a surplus of grain at the present time that is not out of the country. We believe it has been taken by the Government, but whether it is disposed of by our Government or not is a question. The United States has a large surplus of grain on hand at the present time. Argentina has a large surplus of grain there. A quantity of that grain has already been purchased by the peoples overseas, and will go out. Australia has a large amount of surplus grain stored, and a quantity of the Australian grain has already been purchased at a very low price. Looking at the situation at the present time, it seems, after meeting all requirements until next crop is harvested we have a surplus of about 200,000,000 bushels to carry over. The United States has made preparations for the largest crop possible, that is, they have the largest acreage ready, and part of it sown, that they have ever had. I believe that they have 15 per cent more fall wheat sown than they ever sowed before. There is an inducement on their part to sow every acre of wheat they possibly can for the reason that the farmer has been guaranteed \$2.26 per bushel. We are going up against a guaranteed crop amounting to a larger acreage than ever before. That puts us into this position, that unless we are able to secure an outlet for our grain in such a way that the merit of the article we have to sell, the conditions under which we were led to produce, the charges for the handling of our grain, and the question of easy access to the markets—unless we have all these conditions taken into consideration, we are going to be seriously handicapped in the producing of our grain. I take it that perhaps the most important question that will come before this Committee this year will be that of devising means for dealing with these questions. I am very glad that we have the Minister of Agriculture with us, and I would now ask him to address us.

HON. MR. CRERAR: Mr. Chairman and gentlemen, I understand that this is the first meeting of the Committee on Agriculture. Some time ago, in response to a suggestion from your chairman, I outlined a number of subjects that I thought the Agricultural Committee might, with profit to agriculture in Canada, consider. Before discussing these points, however, I may refer to the question to which the chairman has alluded, namely, the disposal of our wheat surplus, not only for the present year, but also for next year, and the conditions that will likely apply in the marketing of it. Mr. Maharg,

[Mr. Crerar.]

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the member for Maple Creek, was recently sent over to London by the farmers' organizations of Western Canada to get as much first hand information on this question as he could, and doubtless during the progress of your deliberations as a committee, he will have some information to place before you in relation to it.

In order perhaps to correctly get a bird's eye view of the situation at the moment, it is necessary to go back a little and traverse the history of the past eighteen months, or two years. A year ago last December, the food situation in Europe was undoubtedly in a very serious condition. That was due to causes of which every person is, I think, pretty well aware, every person who has followed with any degree of interest, or close study, the food situation in the world. That led to a stimulation of production, particularly on the North American continent. Owing to the lack of ocean shipping, tonnage was not available to carry wheat in any large quantities from Australia, New Zealand, India, and even in some degree from the Argentine. There was actually piled up on the wharves of Australia, more than two years' supply of wheat, which has to be liquidated as soon as tonnage is available to carry it to Europe where Australia's surplus, in previous years, has been marketed. That condition, and the possibility, in fact the likelihood at that time that the war would run into 1919 and possibly into 1920, led to the urgent necessity of every effort possible being put forth in Canada and the United States to produce foodstuffs to feed our allies in Europe. A year ago last December, there were times when France had not more than three or four days supplies of foodstuffs available. In Great Britain they were better off. All these countries were at that time seeking to accumulate reserves against the possibility of ocean shipping being destroyed by submarines, and the resulting difficulty that might arise in getting food because of the lack of transportation. In Canada the efforts put forth by our farmers were of the very best. I cannot speak in too high terms of praise of what they accomplished under the extremely difficult conditions they laboured under. Our efforts were to a certain degree lost, particularly in the Prairie Provinces, where our main supplies of wheat passed through very unfortunate weather conditions. In the southern areas of Saskatchewan and Alberta, and in western Saskatchewan the drought did very severe damage, and I am not exaggerating when I say that thousands of farmers there reaped nothing whatever from their expected wheat harvest. In the northern portions of the provinces damage of a severe character resulted from frost, and the net result was that our total wheat production in those provinces for the past year will not exceed, in my judgment, 55 per cent of what it should have been if we had average normal conditions.

I may say a word or two with respect to the matter of the control of price fixation on wheat. Over two years ago our allies in Europe agreed on what might be termed the joint purchasing of supplies, and there were created in Great Britain commissions upon which the various countries at war on the side of the allies had representatives. They undertook the purchase of all the cereals required by the allied countries in Europe. They perfected their organization, and organized in the United States a corporation known as the Wheat Export Company, and in Canada also a similar organization known as the Canadian Wheat Export Company. By prohibiting the importation of grain by private traders in those countries in Europe, they threw the control of business absolutely into the hands of the Government agencies. That made it necessary to establish in Canada, and also in the United States, some sort of an organization that could deal with the governmental agencies created on the other side. This was undertaken in the United States, through the instrumentality of their Food Administration by the creation of a grain corporation. In Canada a board of grain supervisors was created for the purpose mainly of exercising the necessary control over the trade, the formulation of regulations, and the fixing of a price, because, clearly, if the Canadian farmer individually was left to—shall I say the tender mercies of the governmental purchasing agencies in Europe?—he would be at a disadvantage. The principle underlying it was this: That the governmental agencies in America were

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necessary to deal with the governmental agencies that had been created in Europe; and so we had a price fixed in Canada for our Canadian wheat crop harvested in 1917 and also in 1918; a price fixed on the same basis as the price fixed in United States and after, I believe, consultation between the governmental agencies in both countries. The need of food production was very apparent, as I have already stated, at the commencement of the year 1918, and consequently the Congress of the United States having that fact in view, and believing, as almost every person in the country did believe at that time, that the war would run into 1919 and possibly into 1920, undertook to fix the price of American wheat by statute, not only for the crop produced in 1918, but also for the crop produced in 1919, and that price was fixed on the basis of \$2.26 per bushel. Now, under the stimulus of urgings from various agencies, the Government agencies and others, and of the pressing need for food, the American winter wheat farmers planted last July and August, 49,000,000 acres of winter wheat, against an acreage of 42,000,000 the year before. There is very little doubt that with the price fixed, the spring wheat farmers in the United States will this spring plant probably the largest acreage they have ever planted in their history. This of course brings up a rather difficult situation so far as Canada is concerned. The war is over and it terminated much more quickly than any one had anticipated. As far as can be gathered the food situation in Europe at the present time, outside of Great Britain, and possibly our other allies who have a certain amount of supplies on hand, is in a very desperate condition. The general opinion now among well-informed people on the other side is that Germany did not overstate the gravity of her food situation at the time the armistice terms were fixed, and to-day her situation, from the actual point of view of food supply, is undoubtedly very serious, if not desperate. The same can be said of the countries lying east. As far as Russia is concerned, my own view is that she has probably sufficient supplies of food within her enormous borders to feed her people, if the facilities for distribution were available, but her transportation has practically been destroyed owing to the state of anarchy which exists in the country, and we have the anomaly that, while certain districts may have considerable stocks of food, in other districts a few hundred miles away the people are dying of starvation because of the inability to get supplies. In respect of our situation in Canada, we are faced with the fact that the United States has fixed a price on wheat governing the winter wheat crop that is now growing, and the spring wheat crop that will be planted presently.

Mr. PROULX: What is the price fixed?

Mr. CRERAR: I think \$2.26 a bushel was the price guaranteed. The question naturally comes up, should there be a guaranteed price in Canada? I might say that in the United States the expectation is that their treasury may be called upon for a very considerable sum of money to make up the difference in price to the United States farmer, between what the people of Europe will pay for the wheat and what the Government has guaranteed, and if we in Canada fixed our price upon the same basis as the United States, we would face precisely the same situation. If Austria—or rather those portions of Austria that will remain—Germany, Ukraina, Bulgaria, Serbia and Poland could secure a stabilized form of government and could establish the credits that are necessary to pay for their foodstuffs, my opinion is that probably all the wheat surplus that we will produce this year could be absorbed, but so much depends on that point that it is impossible to form any estimate of what may be the condition even two months from now. If anarchy continues in those countries, if the virus of Bolshevism spreads from Russia into Germany, and into these other countries I have mentioned—and there is, judging from all appearances, a strong possibility that it may—then we will have a condition largely of anarchy on account of there being no stable form of government; and the means of establishing the credits whereby food can be supplied will be well nigh impossible. The whole situation in that respect is in such a chaotic condition at the present moment that it is impossible

[Mr. Crerar.]

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to make any forecast of what the conditions may be even two or three months from now. If this condition prevails in Central Europe there will likely be a considerable surplus of wheat in the world, judging from all present appearances. I may say, speaking of my own position in the matter, that I am opposed to fixation of the price of Canadian wheat for the coming crop and mainly for the reason that I do not think the grain growers of Canada should draw from the treasury of Canada possibly a very considerable sum of money in the way of bonus on their production. I appreciate fully the handicap that they have laboured under, and I can appreciate the sentiments of a farmer in Western Canada who has had one or two crop failures in succession, when he had employed labour at a high rate of wages, when he had paid high prices for his farm equipment, and seen the fruit of his labour disappear through drought or frost. I can quite appreciate his anxiety that the crop that he will presently plant will be productive, but on the other hand I think the principle is unsound, and it will be very difficult indeed, in my opinion, to justify any call on the Federal treasury at the present time to make up any deficiency in this regard. However, I am very hopeful that if we do get stable conditions in Europe such a course will not be necessary. I know that Mr. Hoover, the American food administrator, who has been given the position of chairman of the Inter-Allied Commission which is dealing with this question in Europe, is of the opinion that all our foodstuffs will be required, providing we can get stabilized conditions in Europe. I do not think I need discuss any further this situation. There will doubtless be opportunities from time to time, as your committee meets, to give further consideration to it, and possibly further information may then be available.

I stated a few moments ago that I had suggested to your Chairman some steps that I thought the committee might with profit give some attention to, and I will briefly enumerate them. Those subjects are the following:—

1. Control and eradication of bovine tuberculosis.
2. How our live stock industry can best be improved in quality and a solid and permanent industry built up.
3. Canada's transportation, refrigeration and cold storage requirements in connection with the possible and necessary development of her live stock, dairying, poultry products and fruit export industries.
4. Possibilities in poultry production.
5. Development and improvement of the fruit industry in Canada.
6. How can the benefits of using good seed, the best methods in crop production, and in breeding and feeding of live stock, be brought home to the average farmer.
7. How can crop returns be standardized and improved.
8. Inspection and control of feeds and fertilizers in Canada.
9. Farmers' credits. Is our banking system suited to our agricultural conditions.
10. Effect on the agricultural industry of farmers' co-operative buying and selling.
11. Inquiry into the influences affecting the flow of population from the country to the city.
12. Destruction of injurious insects and pests.

Those are all questions I think we can devote some attention to with considerable profit. Let me briefly run over them. (1) The control and eradication of bovine tuberculosis. But before discussing these may I offer the suggestion, as I have already done in a letter sent to the chairman with these proposals, that the committee would find it very interesting indeed, and I think very informative to have appear before them the officials of the department who are more directly connected with the administration of these various matters. Take, for instance, the control and eradication of bovine tuberculosis. It is a matter to which Dr. Torrance, the veterinary director general,

[Mr. Crerar.]

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has given a good deal of attention, and he could give you much information on the subject. The same all down the line, you will find the officials very willing to assist in every way they can, and there is also the possibility of getting information from outside the officials. My suggestion is that the committee should systematically take up at least several of these topics and get all the information possible, have your discussions upon them, and make whatever suggestions or recommendations you think fit to the department, for all the wisdom in the development of agriculture is not by any means concentrated in the department or in the present Minister of Agriculture. It is only by discussion and the exchange of views, that the soundest policies can be elaborated.

With respect to the control and eradication of bovine tuberculosis, this disease is very prevalent in Canada to-day. All the information that can be secured bears out this statement. It is interesting to know particularly what is being done in the United States in the way of taking steps looking to its eradication from their live stock herds. The Bureau of Animal Husbandry in the United States, which corresponds to the branch that is under the direction of the Veterinary Director General in Canada, although it has more subjects under its jurisdiction than the department here, has recently adopted a policy that seems to have in it a great deal of merit, the policy of establishing what are termed accredited pure stock herds in the United States. Last year they appropriated \$500,000 towards assisting in this work. This year, their appropriation reached a million dollars, but owing to the fact that Congress expired on the 4th of March, and that some legislation which is contemplated was not put through, the matter is temporarily held up. The principle upon which they work is this: A herd of pure-bred stock is examined and tested for tuberculosis. Re-actors are taken out, and at the end of a year the herd is examined and tested again, and if the test reveals a clean bill of health, a certificate is issued to the owner of the herd to that effect. Certain regulations, however, have to be complied with in respect to the admission of new animals to the herd, and in respect to the further supervision of it. They have been working on this for a few years, and they have several hundreds of accredited herds of pure-bred stock, in other words, herds free from the plague of tuberculosis, while they have thousands more that are under treatment with a view to getting clean bills of health.

That has a direct bearing on the livestock industry in Canada, because American purchasers of livestock who want to come over to Canada to get new blood into their herds will absolutely insist on the animals they purchase having a clean bill of health. That is done at the present time, I believe, under certain regulations, but the examination, I am advised, would likely be much more stringent than at the present time; and the very fact that Canadian herds were not subjected to this close supervision, and could not secure in the same sense clear bills of health as the American herds secure, would, I am afraid, create a prejudice unfavourable to our Canadian breeders. This matter has been under consideration, and I propose, if my colleagues agree, to insert in the supplementary estimates a sum of \$50,000 as a start in this direction. I would suggest that you have Dr. Torrance come here to give you all the information upon the subject; ask him all the questions you desire to ask, and arrive at the best judgment possible on the matter.

There is also the question of Canada's transportation, refrigeration and cold storage requirements. In that respect I have lately been gathering some information. It is interesting to know, taking Great Britain alone, how we stand in supplying her with foodstuffs that may be classed as of a more or less perishable nature. For instance, Great Britain imports annually 500,000,000 pounds of butter—these are approximate figures covering normal times. Canada supplied of this, during the year ending March 31, 1918, 4,000,000 pounds. Their consumption has been enormously reduced owing to war conditions, their butter ration being probably the most severe ration that has been imposed on the British household; but the figures I am

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giving you are the normal imports. Of beef, Great Britain imports 1,000,000,000 pounds approximately, a year, of which Canada supplied, in the year I have mentioned, 30,000,000 pounds. Of pork products, Great Britain imports 1,250,000,000 pounds, of which Canada supplied, in the year ending March 31, 1918, 130,000,000 pounds. Of cheese, Great Britain imports approximately 250,000,000 pounds, of which, in the period mentioned, Canada supplied 180,000,000 pounds. Great Britain imports annually, under normal conditions, 200,000,000 dozens of eggs. Canada supplied, up to very recently, practically none, but I believe that during the last few years she has supplied from 2,000,000 to 3,000,000 dozens of eggs per year. In order to develop this industry, to take advantage of this market, it is absolutely essential that we have the facilities for reaching it. In the matter of bacon, beef, eggs, butter, cheese or fruits, to traverse such distance as from Canada to Great Britain, it is absolutely vital that the conditions of shipment be as nearly perfect as possible. In the last few years tremendous advances have been made in refrigeration and cold storage development in transporting goods of a perishable character, such as I have mentioned, in good condition, and it is quite practicable now to send all the articles I have mentioned from Canada to Great Britain and to have them arrive there in almost as good condition as when they left the farm. Our cold storage development in Canada dates practically from about 1907, when the Government of the day inaugurated a system whereby assistance was given in the erection of cold storage plants. Since that time up to 1914, at the opening of the war, about \$684,000 had been paid by way of subventions for this purpose, and the total number of cold storage plants of all descriptions in Canada at the present time, from the Atlantic to the Pacific, is about 140. Many of these, however, are not up-to-date, and we have under consideration at the present time, under the provisions of an Act passed, I believe, two years ago, making regulations somewhat similar in principle to the regulations governing the handling of grain through grain elevators. These cold storage plants will probably be placed under license and under a form of inspection by Government officials to insure that the facilities exist for the maintenance of proper temperatures, and that proper temperatures are maintained so that the public, in storing goods in these houses, for which they pay their regular charges, will have a certain measure of protection. In addition to this, Government, after consideration of the matter, decided to include in the estimates for the present year a sum approximating \$1,000,000 for the erection of an up-to-date cold storage and refrigeration plant on the harbour front in the port of Montreal. It frequently, I am informed, happened last year that beef shipped from the west to Montreal for transportation overseas in a chilled condition had to be sent back from Montreal to Ontario points to be re-chilled before it could be allowed on the vessel. While there are a number of cold storage plants in the city of Montreal they are all removed from the harbour front. A company shipping butter or meat or other perishable products from its factory in any part of Canada to any of the existing cold storage plants in Montreal would have to transfer their shipment by cartage from the cold storage plant to the vessel's side at the time the vessel is ready to receive it. This almost certainly involves the exposure of the shipment for hours to the hot sun with the result that deterioration has set in before it reached the markets abroad. Refrigeration and cold storage provides for the maintenance of equitable temperatures from the time the product leaves the farm until it reaches the consumer's table. If facilities can be secured so that the shipper can be pretty sure that the commodity will reach the consumer in a good condition it is important that it be done, since the condition in which it arrives at destination, is a matter that effects it very closely. It has been said, and said with some truth that the Britisher possesses a very discriminating taste in respect to his food. If the British housewife buys some Canadian butter in her provision store to-day and when she takes it home and puts it on the table, finds that it has a bad taste, or that it has deteriorated in quality, Canadian butter is given a black eye as far as that household is concerned

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and its reputation injured. Consequently, the importance of our commodity reaching the consumer in the best possible shape is very great. I am absolutely convinced that the main thing to provide for is proper transportation facilities, and the erection of this cold storage plant in Montreal is intended to supply a link at the wharfside where these products of the Canadian farm can be stored in a proper temperature and placed on the vessel in a proper condition.

Mr. SMITH: That plant can only be used during a portion of the year.

Hon. Mr. CRERAR: That is true, it can only be used during that period when the St. Lawrence is open for navigation, but that is the period when our perishable commodities are subjected to the greatest danger. My own view is that later on these facilities must be extended, and that we should carry things along to lay the foundation for a broad system of service in this respect. In making that observation, however, I would ask you to note that is only my personal observation, I am not making any declaration of Government policy. There has also been considerable assistance given in the way of securing refrigeration on ocean vessels and we had, prior to the war, some 40 vessels plying between Canadian and British ports that were equipped with cold storage facilities on the vessel and, I believe, there were four vessels plying between Canada and South Africa similarly equipped. For quite a number of years assistance was given to vessel owners in order to equip the vessels with cold storage appliances and, in that way, some 200,000 odd dollars was given by way of assistance. By the use of recording thermometers it is quite possible to put shipments of butter or bacon in the hold of a vessel, or in the compartment of the hold of the vessel, in Montreal, close it up, and when the vessel reaches Liverpool, perhaps 10 days or two weeks later to have a complete record of the temperature throughout the whole voyage. This equipment is already in existence in many ocean vessels, and I am advised by the Dairys Commissioner, who has made a close study of this subject, that the vessels plying between Canada and the United Kingdom prior to the war were as well equipped in that respect as any vessels throughout the world.

Then we have, of course, the transportation from the farm to the harbour front. We now have a number of refrigerator cars, and a very great deal of progress has been made in that respect. The war has brought out this fact very clearly that with a full service of this kind for the shipment of our goods it is possible to develop a fine chilled-meat trade with Great Britain. It should be possible for Canada to supply Great Britain with 50,000,000 dozen eggs annually, instead of 2,000,000 dozen, and we can increase practically all our exports of these perishable food commodities far beyond their present limits. We must bear this in mind, however, and it is a fact that our farmers do not appreciate as greatly as we could wish, that one of the prime factors of success is the quality of the product they offer for sale.

The next item I have here is "How our Live Stock Industry can be Best Improved and a Solid and Permanent Industry Built up." A great deal of assistance has been given out of the Federal Treasury by way of assisting farmers' clubs, under certain conditions, to secure high grade sires in cattle, sheep, swine and horses. This whole question is a very broad one, and I do not know that we have yet by any means reached perfection of method in the forms of assistance that we are giving. It is a fact that there are a good many farmers in Canada who do not appreciate the advantage of having good sires. They do not appreciate the fact that it costs as much or more to raise a scrub animal as it does to raise a good one, and that they get but little more than half as much out of it when they offer it for sale. A good deal of this is due perhaps, particularly in some parts of the country, to the scattered character of our population. People do not live closely together and have not the opportunity to learn by comparison with their neighbours. This problem is one, I think, the committee could devote considerable attention to. The question underlying this proposition is, in what form can the assistance be best given to get the results desired? When we are spending public

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money for the development of the agricultural industry, it is important at any time, and particularly important from this time on, that the greatest possible value be secured from the expenditure. We spend in Canada, Federal and provincial expenditures, about \$7,500,000 a year on agriculture, and I am not by any means satisfied that we are getting the best results that could come from this expenditure. I think improvements can be made, and suggestions from this committee as to how better results can be obtained will be valuable.

The next item is the possibilities in poultry production. I have already alluded to that in reference to the exports to the United Kingdom. It is very curious to note that in Prince Edward Island remarkable progress has been made in the last few years in the development of the poultry industry, and they have achieved that progress largely through the application of co-operative principles in marketing and in educating the poultry raisers to the importance of keeping their eggs in fresh condition, of having good types of poultry, and of having their market conditions as perfect as possible. The progress made in this regard has been wonderful in the last few years, and it might be interesting for the committee to have some of the officials from the department who could give you more detailed information upon it. There may be some members from that province on the committee, and if so they will probably be able to speak with certain knowledge of the returns from it.

I am convinced that we have for many of our perishable articles of food a splendid market opening up in the United States. The fact that two-thirds of the population in the United States lies east of a line drawn through Chicago, and the fact that a large portion of their food has to be taken from beyond that line, the proximity of the population to the provinces of Ontario and Quebec and also to the Maritime Provinces, I think will in the future open up an excellent market there for many of these commodities.

The next is the development and improvement of the fruit industry in Canada. There is a good market abroad for some of our fruits, particularly our apples, and, of course, their methods of culture, methods of packing, shipping and facilities in transportation play an important part in the results that can be obtained.

Then, I do not require to dwell upon the next item, which is the benefits of using good seed. The arguments that apply to the using of good sires apply with equal strength to the use of good seed in cereal productions. It might be of interest to the committee to know that the Department of Agriculture through the Experimental Farms Branch, has during the past two years done a very considerable amount of work in producing field and garden seed. Formerly the bulk of the field and garden seeds that were used in Canada came from Belgium, Holland and Denmark. Owing to war conditions that source of supply was almost entirely shut off, and in order not to be caught without seeds, the Federal Department of Agriculture over two years ago undertook the production of seed at the various Experimental Farms. Last year, if my memory serves me correctly, we produced over 50 tons of root and garden seeds at the various Experimental Farms in Canada, which seeds are now being distributed to the farmers of Canada. If that action had not been taken by the department there would undoubtedly have been a serious shortage of these seeds in Canada, and very much higher prices would have prevailed for them than are being paid now.

The next question is, how can crop returns be standardized and improved? This is not on the face of it a very important subject, and yet I think it is advisable to secure as complete and correct information as possible in the way of agricultural statistics. The Statistics Branch of the Government is under the Department of Trade and Commerce. It might be interesting to have Mr. Coats, the Dominion Statistician, attend one of your meetings to explain the system under which his agricultural statistics are compiled, and possibly you could offer him suggestions as to whether they could not be improved.

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The next subject suggested is the inspection and control of feeds and fertilizers in Canada. The administration of stock feeds and also of fertilizers now lies in the Department of Trade and Commerce, having been transferred from the Department of Inland Revenue when that department was incorporated with the Customs. I think there needs to be a strengthening of the law in regard to standard feeds. That matter is receiving the attention of the officials of the Department of Agriculture now, and some suggestions have already been made to the Department of Trade and Commerce as to where improvements can be made. For instance, there can be an improvement along the line of insuring that a bran sold by any dealer or miller must be bran and not weed seeds.

MR. SUTHERLAND: Would it not be more satisfactory to have it under the control of the Department of Agriculture?

HON. MR. CRERAR: I think it would, and I may say that the matter has been discussed with that in view.

The next subject suggested is that of farmers' credits. That is a matter to which I need not refer at any length at present.

Then there is the question of the effect on the agricultural industry of farmers' co-operative buying and selling. I am an absolute believer in the principle of co-operation; I could not be anything else after my experience of the last ten years. My study of the subject has brought me to the conclusion that co-operation is highly desirable. I have not read in the records of the development of agriculture in any of the countries of the world a more interesting story than that of the development of the little country of Denmark, where fifty or sixty years ago there was an ignorant peasant population that could hardly supply itself with food, but where to-day it stands perhaps in the premier position in the world for the quality of its agricultural exports, the efficiency with which its business is done, and the economy with which the whole thing is run. It is a most interesting story, and the success which has attended Denmark is attributed to the application of sound principles of co-operation among the people engaged in the agricultural industry. I have always endeavoured to bring this idea home to farmers when I have addressed them, that success in their enterprise depends not alone on the high quality of production on their farms. That is of very great importance, but the conditions under which their produce is marketed should be of as much interest to them as the character of the sires they use, or the character of the seed they use on their farms, because if they simply drop interest in their stuff at the time it leaves the farm, the price they receive may be so affected from that point on, that their industry may be made a losing one instead of a profitable one. Consequently, the farmer has as much interest in a cold storage warehouse, say in Montreal, or he should have as much interest, as any other person in Canada. The same thing applies to the conditions under which his stuff is marketed, and the development of the co-operative principle in that regard is absolutely sound. The world is moving forward in that respect, and it has been of intense interest to me to find out what they have done along that line in the little country of Denmark. It is a fact not generally recognized that in Russia, too, in that country that is to-day subjected to the worst form of anarchy, there are over twenty million peasants members of co-operative societies, that is, particularly in Asiatic Russia, and it is really wonderful what they have done. If there is any hope for Russia, in my opinion it comes from the fact that these co-operative societies exist, and also from the organization of zemstovs and municipal bureaus, which are largely based on the same principle. The application of the co-operative principle develops the individual. It increases his interest in his work, and consequently is of the very greatest importance.

The next subject suggested is inquiry into the influences affecting the flow of population from the country to the city. That is a very large question. I have been

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told that in Ontario many farms have been practically abandoned, and there is also involved in this—I do not know to what extent in the eastern provinces, but in Manitoba, for instance—the question of tenant farming. Tenant farming is on the increase. Now, tenant farming, in my judgment, is not a good thing for agriculture permanently, and it might be of interest to the committee to delve a little into some of the causes underlying this.

Then there is the question of the destruction of injurious insects and pests. That is a matter worth much more attention than is usually given to it, and I hope that before the work of the committee is completed you will have Dr. Hewitt, the Dominion Entomologist, come before you to tell you what he is doing and to answer any questions that you may care to ask, for instance, as to how rust on wheat can be eradicated, how the diseases and the insects that affect plants and trees can be dealt with, and the means whereby such pests can be combated. Just a few days ago, for instance, I recommended to the Council an order prohibiting the importation of certain fruit trees, currants and gooseberries, from certain parts of the United States to certain portions of Canada. These currant and gooseberry trees are subject to attack by the white pine blister rust, which has affected a large area of Ontario, a considerable area of Quebec, and some parts of the Maritime Provinces, and is doing an amount of damage that can scarcely be calculated to our pine forests. The means by which this can be combated and the study of the insects that destroy or prey upon our plants, come under the purview of the Entomological and Botanical Branches of the department, and, I think, would prove very interesting.

I have sketched out at greater length than I intended, and in a very fragmentary way, some of the subjects that appear to me to be of very considerable importance at this period in our agricultural developments. I am convinced of this, that there is a fine future ahead of agriculture in Canada; but, in the first place, so far as the individual farmer is concerned we must raise the average ability in farm management. The old idea that successful farming depended on getting up at ten in the morning and working like a horse until ten at night is giving way to the more practical conception that success depends as much upon intelligent planning, upon intelligent marketing, upon the use of good sires in stock, and of good seed, as it does upon long hours of work. But there are yet too many agriculturists who have not grasped this truth so completely or fully as they should. I am convinced that the agricultural industry in Canada is the great basic industry of the country.

MR. BEST: In what proportion is the flow of the rural population to the cities? How does the rural population compare with the rural populations in European countries?

HON. MR. CRERAR: I cannot give you that information at present, but I can probably get it for you. I should say that more than 50 per cent of our population in Canada is living in the cities, and if you take the smaller towns and villages, it will probably be greater. That seems to me to be rather a lopsided arrangement at this period of our development in Canada. We are facing very serious burdens in a national way. I think, probably, that when we have our war business cleaned up, the debt of Canada will run to about \$1,800,000,000, and the fixed charges and the money necessary to run the business of the country will require a federal income annually of probably \$300,000,000 a year. When we consider that prior to the war our revenue was in the neighbourhood of \$135,000,000 or \$140,000,000 a year, we can see that there is going to be a very considerable burden upon the Canadian people. I believe absolutely in the elementary principle that the same laws apply to a nation as to an individual, and we can only meet this situation and overcome it by greater thrift, greater production, and more intelligent work. If a farmer has a heavy mortgage on his farm, and heavy financial obligations to meet, obligations spread over a period of years, it is the part of wisdom on his part to plan intelligently how he is going to meet them. So far as Canada is concerned, it seems to me that agricultural development can play a very

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great part in the solution of our problems. I want to emphasize the suggestion that some honourable members have made. The general impression among observant men in the United States is that their farmers are going to plant strongly in wheat this spring, which will probably result in a decreased acreage of oats and barley in that country; therefore I think it is a good suggestion that oats and barley might be profitable crops to be grown in Canada. I might also say that the decrease in the number of animals in eight countries in Europe, leaving out Britain, engaged in the war is over 50 millions, and if all the countries in Europe are taken into account, the decrease is probably over 100 millions. While the population of the United States has increased since 1900 by about twenty millions the increase in their cattle has been only slight. Canada, because of the character of its climate and the fertility of its soil, is well adapted, over the greater part of it, for stock raising, and it seems to me that the consequent demand for meat, hides, leather goods of all kinds will mean good prices for Canadian cattle and Canadian sheep for a good many years to come. I think all the facts warrant this assumption at the present moment. There is just one thing that I would like to add and it is that our beef does not enjoy the reputation in the old country market that the Argentine and the United States beef enjoys. I am informed that is due to the fact that our article is not as well finished as theirs; that our carcasses run several hundred pounds less than the carcasses from the other countries, with the result that the quality is not so good and our product does not enjoy the high reputation which it could and would enjoy if it were better finished and of a higher quality.

Committee adjourned.

BOVINE TUBERCULOSIS

HOUSE OF COMMONS,

COMMITTEE ROOM 318,

OTTAWA, THURSDAY, April 3, 1919.

The Committee on Agriculture and Colonization met at 10.30 a.m., Mr. Henders, Chairman, presiding.

The CHAIRMAN: Without any preliminaries, I will ask Dr. Tolmie to address us on "The Control and Eradication of Bovine Tuberculosis."

Dr. S. F. TOLMIE, M.P.: Mr. Chairman and gentlemen, it was first intended that Dr. Torrance should speak to you on the subject of bovine tuberculosis, but unfortunately it was necessary for him to go Washington in connection with certain western cattle matters, and the Chairman invited me to take his place. In saying a few words on this important subject I shall try to stick as closely as possible to the ordinary terms that will appeal to us as ordinary farmers and livestock breeders.

The first question is, why are steps necessary to eradicate tuberculosis? This appeals to us under two heads.

(1) It is necessary on account of the effect which tuberculosis has on public health; and

(2) From an economic standpoint.

If you remember, Dr. Robert Koch, the well-known German Pathologist, in the early nineties expressed a doubt whether bovine tuberculosis was communicable to man. Certain investigations carried on since have changed this idea entirely, and I think the medical men of to-day no longer doubt that bovine tuberculosis is communicable to man.

We have had many demonstrations of the possibility of conveying tuberculosis to the human being through inoculation. There are endless cases of butchers cutting up tubercular carcasses, or dressing tubercular carcasses, with cut hands and becoming inoculated in that way. Similarly, a number of members of the veterinary profession have become infected through cutting their hands while carrying on post mortem examinations on infected cattle. We have on record the case of a girl who had a cut on her hand which was dressed by her mother with cream that came from a tuberculous cow, and she became infected in that way.

A British commission in 1895 made the statement that in their opinion most of the tuberculosis existing in the country was of bovine origin. That is a very sweeping statement, and whether it is correct, or generally accepted to-day, I am unable to say. Then it has been proven that the disease may be conveyed to the human being by ingestion, or the consumption of tubercular products of the cow. You can readily understand that experimental work in this particular direction has been very limited, for the reason that volunteers who would come forward and undergo the tests have been very few. However, we have the case of Gass, a very prominent physician of Geneva, whose little daughter became infected with tuberculosis. The family history was clear from tubercle, so far as they knew, and it was proved later that the cow from which they obtained their milk was badly infected. At a Paris academy twelve girls became infected, five of whom died, and on investigating the source of their milk supply they found it badly infected with tubercle. Many other similar cases can be cited.

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With regard to the economic relation of tuberculosis to the livestock industry, I may say that before the war it was estimated that there were one and a half million tubercular cattle in Great Britain. The United States estimates that their losses from tuberculosis have amounted to 14,000,000 head. Our Canadian meat inspection shows that tuberculosis is on the increase in this country and in the six years past it has increased from a little less than 3 per cent to 4.06. This increase is only in the establishments where animals are killed for export or interprovincial trade, as these are the only abattoirs which are under official inspection. They are the only places from which official figures can be obtained. The most remarkable increase, however, is in hogs. In the same period tuberculosis in hogs has increased from less than 9 per cent to 19.04. Between the years 1917 and 1918 4,630 beef animals were condemned in the abattoirs for tuberculosis and 36,478 portions. I may explain this point by stating that when an animal is only slightly infected, any of the organs affected are set aside, and the carcass is allowed to pass for food. However, if there is any inclination to a generalized condition of the disease, and several organs are affected, the whole carcass is condemned and tanked and made into fertilizer. During the same period, 4,355 carcasses of swine were inspected and destroyed, and 772,236 portions were condemned. We see, therefore, that the disease is on the increase in this country, and the longer we put off taking steps towards its control the greater the problem will be. I will give a few of the results of tests that have been made. The Dominion Department of Agriculture has a scheme under which they undertake the testing of cattle for tuberculosis for any city under certain conditions. This is done under the Tuberculosis Municipal Order which went into force in May, 1914. The following are some of the results in the municipalities which have taken advantage of that order. In Ottawa the number of cattle tested was approximately 2,000, and the number which reacted was 166, showing a percentage of 7.07. In Virden the number tested was 184, 9 reacted, the percentage being 4.89. In Regina 3,500 cattle were tested, 146 reacted, a percentage of 4.07. In Saskatoon 9,000 were tested, 292 reacted, being 3.01 per cent. In North Battleford 900 cattle were tested, 101 reacted, showing a percentage of 11.11. The reactors in all those herds very materially decreased after the first application of the tuberculin test. The testing for the Live Stock Branch in ten years, covers 14,584 animals, and 1,145 reacted. There were tested for export 9,787, of which 332 reacted, and for import 4,308, of whom 106 were reactors. Now, you will be perhaps a little interested in the ordinary symptoms of tuberculosis. I might say at the beginning that when the animal is only slightly affected, there are very few external symptoms shown, and, in some cases no symptoms whatever, and it may be at that time the animal is in fine condition. Later we notice an unthrifty appearance and a rather staring coat, and particularly when exposed to a slight cold. A cough, may be present, particularly on slight exertion. A shrinkage in flesh, enlargements of the glands. Occasionally they are subject to bloat, that is when the intestinal tract is affected; scouring may be noticed. There may be enlargements or lumps in the udder; we find that these lumps are not painful on pressure and these are usually safe grounds for suspicion. In cases of this kind the animal should be subjected to test without any delay. The disease is transferred to man most easily through the milk when the udder is infected. A tubercular herd is frequently subject to udder trouble.

With regard to the methods for eradication of tuberculosis, I may say that owing to the fact that as it is difficult to make a diagnosis by physical examination we use what is known as tuberculin. This tuberculin is made in Ottawa; the tuberculin that is used all over this country by the Government, is made in this city. Briefly it is produced in this way: some tubercle bacilli are cultivated in beef bouillon at a blood temperature. After they have made sufficient growth and the fluid in which they are contained becomes pretty well impregnated with the germs, they are exposed to a very high temperature. After that the mixture is carefully strained so that there is no

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possibility of any of the bacteria remaining in it. Then this material is reduced by slow heat to one-tenth of its volume and in that condition, with the addition of a little glycerine it will keep almost indefinitely. There is added a weak solution of carbolic acid and it is then ready for application.

We have two principal methods for testing animals. The sub-cutaneous test is one in which the temperature is taken every three hours, for twelve hours, or until we obtain the average normal temperature. The tuberculin is injected and eight or nine hours afterwards the temperature is taken again, and every three hours till the following night usually beginning at six o'clock in the morning and ending at 6 p.m. If a distinct rise in temperature is obtained of 104 degrees or more the animal is condemned as tubercular; if the reaction is only slight the animal is treated as a suspect and is retested again; if there is no reaction the animal is passed as sound. However, it does not do to rely on one test only, in herds where the disease is present the animal should be tested again.

The other test, the one used in British Columbia, is the intradermal test. The tuberculin instead of being injected under the skin is injected into the skin and the sites generally selected are the little folds under the tail, which are almost free from hair and where the reaction can be observed. Three or four drops of this tuberculin is injected into the skin. A reaction is shown by a little swelling at point of injection, and in the case of a healthy animal no disturbance will be produced. There is also an eye test which is not generally considered as reliable as the others, and is not in general use. Some men will inject in one way, and when there is no reaction, they will some time afterwards inject with the other as a "control" test. In a herd of high-class cattle it is not necessary to destroy every reactor. It is always safe to kill off those cattle which show physical symptoms of the disease, but with respect to others we can adopt what is known as the Bang system, a method which was recommended by a man named Bang in Denmark. By this system these tubercular animals are set apart by themselves and their milk is pasteurized to 140° F. for twenty minutes after which it is perfectly safe to feed this milk to calves. In that way the rest of the herd is safe from infection. This practice has been followed in British Columbia by a prominent breeder there in one of the very best Holstein herds in that province, and indeed in Canada, and, I am very glad to say, that for several years there has not been a single reactor found.

In the way of prevention only animals from herds that are known to be healthy should be introduced into the herd, and if there is any animal of doubtful origin it should not be introduced into a healthy herd until it has been thoroughly tested. Then again you should have a careful system of disinfection; it is not enough when you apply the tuberculin test to take those animals who have reacted and either kill them off or separate them for further test, but you should thoroughly disinfect your premises by scraping them and cleaning them to the best of your ability and after you have done that you should thoroughly spray the stables with a strong antiseptic solution taking care to see that the solution gets into every crack and crevice in the place.

With regard to the best method of handling tuberculosis and checking its spread I want to go on record as saying that I am not in favour of creating any undue alarm or causing widespread excitement nor do I advocate a sweeping measure for testing cattle throughout the country. That is too big a proposition to tackle in that way. Where the attempt has been made to control the outbreak by such sweeping measures it has failed. I would rather follow a course of education, to induce the people who own pure bred herds to insist on having every animal tested. Our cities and towns should be assured of a clean milk supply which is free from tuberculosis, this can only be obtained from a tested herd. If a supply of milk free from tuberculosis cannot be assured then the milk should be pasteurized before it is placed on the market. The Government and the municipalities could very well work together in carrying out such a scheme as that.

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We should also purchase as far as possible meat bearing a little blue stamp, "Government Approved." When you buy meat bearing that brand you can at least rest assured that you are buying an article from animals which are free from disease because our Canadian inspection service is, I think, as honest and efficient as any in the world.

In British Columbia we learned long ago that it did not pay to keep tuberculous cattle. In the first place, if you have an infected herd, everything may be going along nicely, when suddenly a cow gets bloated or begins to scour, does not do well, and one quarter of her udder may show soreness and inflammation, and if you test her you will frequently find her tubercular. Other animals do not thrive as well as they might and when you count up your losses at the end of the year you will find they have been very considerable. So that we have applied the tuberculin test in British Columbia, particularly to our pure-bred and milking herd, and under the law there every herd sending milk to a city must also be tested, with the result that there is a large number of herds in British Columbia that have not shown any reactors for a number of years. The Dominion Department of Agriculture has for many years taken charge of herds for the purpose of eradicating tuberculosis, but beyond supervising the disposal of reacting cattle, no further action has been taken.

There are at the present time 55 of these herds under federal supervision, and 2,521 cattle have been tested, with 708 reactors.

The department supplies tuberculin to veterinary practitioners, free of charge, and earmarks all reactors.

During the last ten-years the practitioners have tested 37,612 cattle with departmental tuberculin and 3,797 of these animals have reacted.

This is the Dominion system at the present time. Then, with regard to the United States, I will read the memorandum I have, as follows:—

"A joint meeting of representatives of the breeders' associations of the United States, as well as of the United States Live Stock Sanitary Association was held in Chicago in the month of December, 1917. At this meeting the best means for the eradication of tuberculosis from pure-bred herds in the United States was discussed.

"This meeting decided to adopt the Accredited Herd System for the United States. A joint committee was appointed of ten, consisting of five members representing the Breeders' Associations and five representing the United States Live Stock Sanitary Association. This committee drafted a set of rules for the establishment of accredited pure-bred herds.

"At subsequent meetings these rules were unanimously adopted by both associations, and were recommended to be put into force by the Bureau of Animal Industry.

"The Bureau of Animal Industry approved and adopted these rules on December 23, 1917.

"An accredited herd is one which has been tested officially without any reactors for two successive yearly tests or three successive bi-annual tests.

"Cattle from accredited herds can be shipped from one State to another and from the United States to Canada without test. All other cattle must comply with the individual State requirements.

"The United States authorities publish a list of accredited herds at systematic periods. The first list was published July 1, 1918, and showed 211 accredited herds.

"The Report for the fiscal year 1918 shows that there were 126,229 cattle tested, that 5,945 reacted, of which 4,005 were slaughtered, making a percentage of 3.91 reactors. There are now 404 accredited herds.

"The Agricultural Appropriation Bill for the fiscal year terminating June 30, 1919, in the United States, contains an appropriation of \$500,000 for tuberculosis eradication.

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"The expense of testing these herds is shared by the State and Federal authorities. The compensation is shared by the Federal and State governments. Each pay one-third of appraised value.

"The Federal grant is limited to fifty dollars for pure-bred animals and twenty-five dollars for grade animals, and must not exceed amount paid by state or municipality.

"The cattle are valued by a representative of the Bureau of Animal Industry and one from the interested State.

"If the owner is not satisfied with the award a new appraisal is made under the state law.

"The salvage is paid to the owner and the amount deducted from the appraised value."

I may explain by that word "salvage", when an animal is slightly affected and the carcass passes inspection, the owner is allowed what the animal brings for beef and the hide:—

"Compensation is paid jointly by the Federal State and municipal authorities for example:—

	Appraised Value	Salvage	Difference
	\$ cts.	\$ cts.	\$ cts.
Pure bred shorthorn cow	200 00	90 00	110 00
Federal aid (not to exceed one-third difference).	36 66		
State aid.....	36 66		
County or municipality aid.....	36 66		
Total.....			109 98
Owner's loss.....			02

The Dominion Government, as I understand, is undertaking to introduce a plan similar to the accredited herd system of the United States. It will in the first place result in having a large number of good, clean herds in the country, and I may point out that in some documents I received from British Columbia this morning, it was shown that there was a meeting of a committee of representatives from the farmers' institutes of that province, and a resolution passed to the effect that the importation of cattle into British Columbia from other than accredited herds should be prohibited.

Let us consider what will be the effect of leaving this thing alone, and what, on the other hand, will be the effect of establishing accredited herds in this country. You will remember, perhaps, that during the past summer several Canadian animals were shipped to the big Holstein sale at Milwaukee, and on that occasion one Canadian-bred calf, seven months old, bred by Mr. A. C. Hardy of Brockville, sold to the Carnation Milk Company, at Seattle, Washington, for \$106,000, and the females, topped by a Canadian heifer two years old which sold for over \$12,000 each. We have recently been able to arrange with the Holstein Association so that registrations in the Canadian Herd Book will be accepted in the United States, and we in Canada will accept United States registration, so that we can register, one country with the other, for an expenditure of one dollar. Under the old system it was sometimes necessary to register back pedigrees at a cost of \$80 or \$90, so that we expect a largely increased trade. The same plan has been adopted by other of our pure-bred livestock associations, and we anticipate a big trade between the two countries. With the progress that I have shown that is being made with accredited herds in the

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United States, it is only reasonable to expect that when a man has got his herd free from tuberculosis that he will want, if he wishes to add any fresh animals, to secure those animals from a herd free from disease. He would be a foolish man to take animals from a herd already tainted, the effect will be that if we do not start this accredited herd system in this country, we will be working at a disadvantage as far as export trade is concerned, and also in selling animals in this country.

The CHAIRMAN: We have had a very interesting and instructive address from Dr. Tolmie, and if members desire to ask any questions they can now do so.

Mr. SUTHERLAND: I would like to ask Dr. Tolmie if he has any suggestions to offer in regard to inspection of meat killed for home consumption? Meat for export is subject to a test, but have you any suggestion in regard to the inspection of meat sold in all the retail butcher shops of the country?

Dr. TOLMIE: The matter of municipal meat inspection is a very difficult one, and is interesting people all over Canada. The people of British Columbia are trying to have the provincial government put through a law with that end in view. But there are many difficulties. Take the case of a man who kills his animals in the outlying parts of the country. It is a very difficult thing to carry out a system of inspection at the point of slaughter. Any system of inspection of meat that does not include the inspection of viscera cannot be successful. You must see the various organs in order to form an opinion. In the case of those killing in the country, it is necessary that they should bring in the heads and certain sections of the viscera before a proper inspection can be made. That is practically the gist of this Bill, but I do not know whether the provincial government is going to adopt it or not at the present session. Another suggestion is to adopt the municipal abattoir, and have all animals shipped there for slaughter. It is most important. Those men who buy diseased cattle avoid slaughtering at the abattoir where animals are inspected. These animals are usually killed without inspection, and if you do not protect yourselves you are going to get this class of beef.

Mr. NESBITT: Have you any statistics showing where the disease is most prevalent, whether in Ontario, Quebec or the West?

Dr. TOLMIE: No, I have not any such statistics.

Mr. NESBITT: You read some figures showing the results of tests in various towns, and I noticed that except in one case, it seemed to be lower in the West than in the East.

Dr. TOLMIE: North Battleford 11.11 per cent; Ottawa 7.07 per cent; Virden 4.89 per cent; Regina 4.07 per cent, and Saskatoon 3.01 per cent.

Mr. SUTHERLAND: You pointed out the importance of safe guarding the disposal of those reactors. The most of these reactors find their way into the hands of the local butchers and are consumed by the people in this country. Would it be possible to identify those animals?

Dr. TOLMIE: Yes, it is possible. All reactors under Dominion Inspection are earmarked with a "T" punch. I think the tendency would be for unscrupulous men to market these animals through private slaughter houses rather than through the abattoir.

Mr. ANDERSON: There is a rejection of from one to two per cent. Is there any provision for protecting the abattoir people against these tubercular animals?

Dr. TOLMIE: There is an arrangement among the butchers. They deduct that and pay the full price to the shipper. That is supposed to cover their loss, instead of the abattoir people bearing it. For each animal that comes in and is slaughtered they make that charge, and it acts as a form of insurance against loss from diseased animals.

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The CHAIRMAN: It is taxed back on the farmers?

Dr. TOLLMIE: Yes.

The CHAIRMAN: That is the point.

Mr. MAHARG: You stated that pasteurized milk at a certain temperature, 145 degrees, or something like that, made the milk practically free of tuberculosis. Why is it that after cooking meat at, say a temperature of probably 300 degrees, the heat has not the same effect? Why is it that people are apt to get infection from eating meat that has been cooked at a very much higher temperature than applies to the milk?

Dr. TOLMIE: My explanation would be that the heat is applied all through the milk, whereas when you have a roast weighing eight or ten pounds the heat reaching the inside of the roast would not be sufficient to destroy the living bacteria.

Mr. NESBITT: It should be all right if cooked through.

Dr. TOLMIE: Yes, but in many of our hotels we get meat only half cooked.

Mr. MAHARG: According to that then it would be advisable to cook the meat thoroughly.

Dr. TOLMIE: If you heat the bacillus at 145 degrees for twenty minutes you will kill him, but if you leave him alive on the inside he is very apt to do damage.

Mr. MAHARG: In regard to raising calves, you say you can take the calf from the cow that is infected, pasteurize the milk, and the calf is not subject to infection. Is it necessary to isolate that calf completely from an infected cow?

Dr. TOLMIE: The best way is to have a man take care of those cattle alone. Perhaps I did not point out that the old belief was that cattle became infected by inhalation, but now-a-days it is very generally accepted that communication of the disease in most cases is due to indigestion or eating. Manure dropped about, or carried around may also be a source of infection. We have had some very interesting outbreaks on some of the ranges of the West. I have figured that this is perhaps due to their system of feeding on the ranges; that is, a man will select a good spot near a haystack, and will scatter his hay on that particular piece of ground until it becomes too dirty, and then he selects another piece of ground. When the sun is at its height in the middle of the day, and there is a little thawing, that hay might easily become infected by the manure lying around. We have had some very striking revelations in the abattoirs on the Pacific Coast where inspection is carried on.

Mr. STEELE: What is the arrangement when it is desired to export animals to the United States?

Dr. TOLMIE: We have an arrangement with the United States whereby they accept our certificates and we accept theirs. When you wish to export an animal, you apply to the Veterinary Director General, or to one of his representatives at the nearest point, and he will test the animal with the tuberculin test. If the animal passes the test, he furnishes a certificate to that effect and the animal goes forward with a certificate which is accepted on the other side of the line. That applies to all animals except those intended for immediate slaughter. It is not necessary to test them.

Mr. BOYCE: Is there any chance of an animal that is very badly infected getting cured?

Dr. TOLMIE: The chance is very remote. I would consider a generalized case a very poor property except for fertilizing purposes.

Mr. BOYCE: A man close to me had four cattle condemned and included in them was a four-year old heifer. The owner got strict orders to get rid of them, but he kept the four-year old until she was ten or eleven years old, and she did not get any worse; in fact, she got better. He sold her for beef, and gave the man who bought her very careful instructions to observe whether there was anything wrong with her. The butcher told him that she was one of the finest animals he had killed for many a day.

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Dr. TOLMIE: That is certainly an exception to the rule. An animal with well-marked tuberculosis usually becomes steadily worse.

Mr. LEY THOMPSON: I understand that the test is not absolutely infallible.

Dr. TOLMIE: Nobody claims that the test is absolutely perfect. Where an animal is badly infected, there is little reaction to the test. We are usually able to pick those out by a physical examination. We do not claim that the tuberculin test is absolutely perfect, but it is the best possible agent that we have, and I do claim that we should take steps to carry out the testing of our herds with the best agent we have on hand.

Mr. HAROLD: Is it the intention of the committee to submit any recommendation on this matter? Dr. Tolmie has given us a splendid address, and he has suggested proceeding along certain lines.

The CHAIRMAN: As I understand it, the object of this discussion is this: The Minister of Agriculture has furnished us with certain topics which he would like to have the committee discuss with a view to presenting their findings for his guidance in connection with future legislation which he hopes to introduce and incorporate in our statutes. There will be a report of the proceedings of this meeting, but I am not sure whether we will be able to secure the publication of the report of our meetings in every instance. We may be able to bring sufficient pressure to bear so that there will be available a record of the subjects discussed. The committee feel that it would be desirable to have a report in permanent form, and if the members will make known their desire, the sub-committee will take action with the view of securing, if possible, publication of the reports in some form or other.

Mr. DOUGLAS: What is your experience doctor, has there been any particular breed of cattle in which tuberculosis is more prevalent than in another. I notice in the province of Alberta there is an impression that one breed is freer from tuberculosis than another, and our people are going in very strongly for dairying. It is the impression that the Hereford is a hardier breed and is more free from disease than others, is that your experience?

Dr. TOLMIE: As far as my experience is concerned, including fourteen years of Dominion Government work in British Columbia I have never noticed any difference. I am quite aware that the Hereford has the reputation of being hardier on our ranges, and they have a reputation of standing starvation or hunger longer, and going farther to get water and feed, but there is nothing on the records to show that the Hereford is any freer from disease than any other breed.

Mr. DOUGLAS: Would there be any more prevalence of tuberculosis among cattle of the dairying strain than among those of the beef strain?

Dr. TOLMIE: There is a greater prevalence of disease in the case of the dairying cattle simply because of the conditions under which they are kept. Ventilation is a matter which is not very carefully attended to by some farmers. You have, many times, seen in the country where a pane of glass has been broken in the stable and instead of getting it replaced you will see the hole plugged up with straw or a sack. When the farmer keeps out air from the stable he is producing the best possible conditions for the development and spread of tuberculosis from one animal to the other. In our part of the country we do not bother so much about ventilation, because we open up the windows and allow the air to circulate. Down at Port Townsend, on the American side, they keep their dairy cattle out in the open, they dehorn them and keep them running outside with a shed to go into in rainy weather, but in a country such as this it is very necessary to have a proper system of ventilation introduced. I might say for your information that the germ of tuberculosis will live for almost an indefinite period under dark, shady conditions but it will die in a warm sunshine in a few minutes.

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Mr. THOMSON (Qu'Appelle): I want to ask one question; as I understand it the provision for allowance in case of tubercular cattle being destroyed is confined to pure-bred herds; is it intended to have any compensational allowance for grades? Would not such an allowance be of great assistance in eradicating the disease?

Dr. TOLMIE: In connection with this testing of herds such as has been adopted at Ottawa, Virden, Regina, Saskatoon and North Battleford, it says here:—

"6. Compensation shall be paid to the owner of the herd for all cows slaughtered under these regulations upon the following basis:—

"(1) One-half of the appraised value of the cow if destroyed as a case of open tuberculosis.

"(2) Two-thirds of the appraised value of the cow if destroyed as a reactor at the request of the owner.

"(3) Valuation shall be made by the veterinary inspector, and shall not exceed the maximum valuation for cattle as specified in section 6 of the Act.

"7. The carcass of any animal slaughtered under these regulations shall belong to the owner and shall be disposed of as the veterinary inspector may direct.

"8. No compensation shall be paid to the owner unless, in the opinion of the minister, he assists as far as possible in the eradication of the disease by following the instructions of the inspector as to disinfection, etc."

That is dated May, 1914.

Mr. THOMSON: That, as I understand it, is confined entirely to those cities you have named.

Dr. TOLMIE: Or any other city that wishes to adopt it.

Mr. THOMSON: That leaves out all the rest of the country where most of the cattle are.

An hon. MEMBER: Is meat for export inspected?

Dr. TOLMIE: Where they inspect meat for export they put a stamp on the carcasses that pass inspection. I think it is a question well worthy of consideration with regard to the expenditure of a certain amount of money for the benefit of the health of the people of the whole of Canada and, as the expenditure is for the benefit of all, it is only fair the country should pay. In British Columbia they are endeavouring to get the Government to bring forward some measure of insurance for dairy cattle.

[Mr. MAHARG: Can any municipality that desires to do so adopt that system to which you have referred?

Dr. TOLMIE: As far as I understand it this is confined to cities and towns.

Mr. KNOX: Could this committee not make some recommendation by which encouragement would be given to a man with diseased cattle to clean up his herd in the interests of those who do keep their herds clean.

Dr. TOLMIE: I admit that it is an injustice to the man who keeps his herd in a healthy condition that his neighbour's herd is not cleaned up in the same way. This matter has been discussed at meetings of the Live Stock Association, but we have never arrived at any definite conclusion regarding it so far as I am aware, but I think it is well worthy of the consideration of a sub-committee which might be formed to take it up. Under the present system the man who keeps his herd clean is punished just the same as the man who does not.

Mr. BOWMAN: I would like to ask this question; in the United States this thing has been in progress for some time. Can you tell me what progress has been made towards eliminating the disease in the grade herds of that country? Have the farmers generally taken advantage of it? It seems to me that if the people owning pure-bred

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herds have taken advantage of the opportunity and eliminated the disease from their herds and the owners of the grade herds have not that it is an injustice to the owners of the pure-bred herds because those herds which are clean might become infected thus producing a bad result. Will you let us know what advance has been made with regard to the elimination of the disease in the grade herds in the United States?

Dr. TOLMIE: This has only been adopted a short time. The first list of the accredited herds was published July 1, 1918, and showed 211 accredited herds, and there are at the present time 404. So that they are making rapid progress. If the bull is kept in and hand bred, I do not see that there is very much danger of him getting tuberculosis by coition with a tubercular cow.

Mr. MCGIBBON: In view of the chairman's statement that the committee do not purpose spending any more than to-day on this subject, it might be well for this committee to name a sub-committee to go into this matter. This is a matter of very great importance, not only to the stock-breeders of Canada, but also to the people of Canada, and in view of Dr. Tolmie's statement that in spite of the remarkable remedies which have been adopted, this disease is still on the increase—a rather marked increase. With the treatment of tuberculosis in the human being, the disease is on the decrease, and it looks to me as though there would be a big field for what I might call investigation to devise methods by which this could be overcome, because it is going to continue on the increase, and as it is increasing it is going to have a remarkably bad effect on the stock-breeding industry of this country in a few years. It looks to me as a problem that could be solved, and it is for the committee to appoint some member to look after it.

Mr. NESBITT: I am very much interested in the subject. The only way that we will ever get rid of tuberculosis among the herds of this country will be for the Government to pay compensation, as they do for the slaughter of hogs, because, otherwise, the butchers will buy and the ordinary farmer will sell affected animals, and in our country there are certain buyers that go round through the country and buy up a stock and take them to the central points, the towns and villages, and have auction sales of cattle. They are generally the cattle that are rejected from a man's herd, and these cattle are taken off and sold to some unfortunate individual who comes there and buys them and takes them in among his herd. I do not know how you could stop that. In the first place, it is bad for the farmer who buys them, because they are generally affected animals or animals that are culled from the herd of a man who is selling them. One point Dr. Tolmie brought out was the reliability of tests. I remember having a cow tested, and she re-acted, and I killed her, and I had a veterinary, whether he was capable or not I do not know, but we killed the cow ourselves and buried her, but the veterinary could find no trace after she was slaughtered of tuberculosis in the beast, and whether that would indicate that the cow had tubercular trouble at the time I do not know, but I can only say that I took the precaution to have the veterinary there so as to guide me in the matter. No trace of tuberculosis was found in her system. However, I have no doubt that generally speaking the test is quite sufficient, and that those that re-act should be gotten rid of, and should not be kept on the place any longer than it is conveniently possible to get rid of them, and, of course, they should not be sold to the neighbours. I suggest that this committee should vigorously ask the Government to assist in getting rid of tuberculosis by paying the farmer a certain amount of indemnity for his slaughtered cattle.

Mr. BOYCE: We have such a law at the present time, if the municipalities take advantage of it.

Dr. TOLMIE: If your cow had been slaughtered under those conditions in British Columbia you would have received full valuation. They pay full compensation for cattle that re-act and are found free from disease, but this is very rarely necessary

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where a careful post-mortem is made. I have seen cases where it required the best part of three hours to examine cattle and locate the disease. You sometimes get tubercular nodules perhaps not larger than a pea. One of the troubles with the test is that while it selects those that are affected, it does not tell you how much they are affected. As a rule you generally find the lesions in the lungs or some of the glands of the abdominal cavity.

Mr. REID (Mackenzie): Have Short-horn breeders adopted the tubercular test? Three years ago they objected very strenuously here. They have adopted it now in the old country.

Dr. TOLMIE: It is necessary for them to examine all cattle for export both to this country and to the Argentine Republic. I do not know what they are doing locally in Great Britain. Dr. Rutherford can tell us about the tests they are carrying on there.

Mr. ANDERSON: In some of the small municipalities the people make an effort to protect themselves by having the animals and the meat inspected by a veterinary in the slaughter house. Is that really effective so far as preventing the sale of tubercular meat?

Dr. TOLMIE: The best way is to have your animal inspected by the Inspector on the ground. You cannot expect good results by an inspection of the carcass only. Inspection is carried on at the farms in some parts of Europe, with good results. I understand before the war the Germans were so strict about the inspection of meat that you could not kill a pig in that country without notifying the Government. The next best thing to do, where you have to kill in the country, is to bring in the head and the viscera, lungs, liver and so forth.

Mr. ANDERSON: If the veterinary were there before the animal was killed it would be better than an inspection of the dead meat. If the farmer were notified that the veterinary would be there and make an examination, would not that inspection be effective?

Dr. TOLMIE: An inspection of the carcass and viscera is necessary.

Mr. MORPHY: Is there any provision under the law for the testing of cattle on the farms.

Dr. TOLMIE: There is no Dominion law for general testing so far as I know. In British Columbia there is provision for inspection without any notification whatever.

Mr. MORPHY: Is it so in any other province?

Dr. TOLMIE: Not so far as I know.

Mr. MORPHY: Do you not think it should be so?

Dr. TOLMIE: I think British Columbia has shown an example which might well be followed.

Mr. MCGIBBON: The Ontario Government provides inspection by request.

Mr. MORPHY: They should not wait for a request; there should be a compulsory inspection at the country's expense of any herd suspected of having disease. I think the cattle should be inspected and watched and killed in any section where they show traces of the disease.

Dr. TOLMIE: That would be rather a dangerous thing to do. I spoke of that in the early part of my address. In my opinion, it would not be advisable to adopt any sweeping system. I would rather see the accredited herd system introduced.

Mr. ANDERSON: Do you not sometimes get a severe reaction from an animal which is perfectly healthy?

Dr. TOLMIE: That has never been my experience. I have had cases that required three hours and the most careful examination to locate the disease, and I have never had one in my practice which reacted without evidence of the disease. Of course,

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some cases may easily be passed, and in these you would require very careful investigation. But even if the tuberculin does make a mistake, it is the best agent we have at the present time. Further investigation may produce something better. From our experience in British Columbia the results are certainly very much better than they would be if the disease was allowed to prevail without restriction.

Mr. REID (Mackenzie): Can the test be applied by anybody?

Dr. TOLMIE: It is far better in the hands of a man who understands the business. There should be a careful examination of the animal.

Mr. SMITH: Is it not possible to defeat the test?

Dr. TOLMIE: Yes, you can carry on what is known as plugging a cow. For instance, if a man makes a sale of a nice animal to go to the United States, and he knows that the animal is going to be tested, it is quite easy to inject into that animal two or three doses of tuberculin. She is so impregnated with tuberculin that she ceases to react. You call in the inspector, he gets no reaction, and he passes her.

Mr. MACKIE: For how long are they immune?

Dr. TOLMIE: For a period of about 60 to 90 days.

Mr. MACKIE: Do you think it possible that we could ever have in this country a general outbreak of lung-trouble such as was experienced in South Africa? I have forgotten the name they gave it, but it was a lung plague. It was terrible, and hundreds of thousands of cattle were lost. It was so bad that the Government constructed fences extending for 300, 400 or 500 miles with openings here and there and put them under the care of a patrol. I myself saw a deposit of over ten thousand cattle in three dumps. I would like to know whether in your opinion it is possible for such a plague to break out in this country.

Dr. TOLMIE: We have not had any such outbreaks in this country, but I do not say that it would not be possible, except, of course, as regards tropical diseases. We have had the foot and mouth disease in the United States, and that was prevented from getting into this country by carefully guarding the boundary line. In that connection I have always emphasized the importance of maintaining a very high standard of veterinary education in this country. At the present time, we have Dr. McGillivray of Manitoba, a gold medallist, as the principal of the Ontario Veterinary College, and I look for a very marked improvement in veterinary education with a man of his stamp at the head of the college. You can imagine what would have happened in this country if we had allowed the foot and mouth disease to get a hold.

The CHAIRMAN: There is a point which we wish to settle before we go further. The secretary (Mr. Davis) has a recommendation which he wishes to make. This is a subject rather technical in its character, and it is considered desirable that a special recommendation should be placed before the House for discussion with the view of having legislation enacted upon it. If this is the desire of the committee, we should provide for having a report submitted to the House.

Mr. SUTHERLAND: I think we have all been impressed by the address given by Dr. Tolmie who seems to have given this matter a great deal of study and attention. He has emphasized the importance of having regulations, so far as pure-bred herds are concerned, and also the importance of having the herd isolated. To my mind the result would be that the reactors would pass out of the hands of the owners of pure-bred herds and eventually find their way into the hands of the retailers, the small butchers throughout the country. That being the case, I think it is very important that proper safeguards should be provided, and that a proper inspection be made of all meats for consumption. Compensation should be paid and steps taken to remove what is undoubtedly a great menace to the public health.

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Mr. MAHARG: To my mind, the trouble is largely due to the indifference of the people themselves. I will give the committee an illustration. In our province we have a health department which has endeavoured to cope with these things. Under the regulations of the province no person is supposed to sell meat within our city, or, I think, within any incorporated town or village, without first having secured a certificate from the clerk of the town or village. In other words, he has to notify the health authorities that he is going to slaughter certain animals for sale in the municipality, and then if the municipality wants to take advantage of it, it is up to it to inspect the animal. Now, I have never known of a municipality taking advantage of that regulation. I do not kill on my farm, but the butcher of the town kills probably 150 head every year, of beef, pork, and such like, and I do not know of any case where it was inspected before or even after slaughter. Therefore, it is a matter of education, as Dr. Tolmie has said of directing the attention of the people to the seriousness of the situation. There is no use in enacting laws if the people will not show sufficient interest in them to see that they are enforced. I think it is a matter largely of education among the people.

Committee adjourned.

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LIVE STOCK FOR PERMANENT INDUSTRY

HOUSE OF COMMONS,

COMMITTEE ROOM 318,

OTTAWA, April 9, 1919.

The Committee on Agriculture met at 10.30 a.m., the Chairman, Mr. Henders, presiding.

The CHAIRMAN: Gentlemen of the Committee, Doctor Tolmie, who addressed us so acceptably and so profitably at our last meeting, has kindly consented to give us an address this morning and I am sure we appreciate very much the fact that he has placed himself so willingly at our disposal.

Dr. S. F. TOLMIE, M.P.: Mr. Chairman and gentlemen, the subject for to-day is "How our live stock can best be improved in quality and a solid and permanent industry built up." I think you will all agree with me that while a man who is working our virgin soils, as a strictly grain proposition is doing some good, this method of farming cannot be of a permanent nature. If we look at other sections of the continent we will find that, beginning in the East, as the virgin lands were cultivated and grain farming carried on without any attempt to fertilize the soil that the land gradually became depleted in productive quality and the farmer, if he wished to maintain that line of work had to move west to new land until he reached the Pacific coast, and then a large number of them drifted up into Canada.

I do not know of any greater responsibility that the Federal and provincial Governments have on their hands than the encouragement of mixed farming throughout the whole of this Dominion of Canada. I feel quite sure also that no money can be spent to better advantage than along these lines. We have in our virgin soils an immense amount of pent up fertility which if properly utilized will increase the progress of this great country. Our experience here is similar to that of other countries. We find that Great Britain which has followed a system of mixed farming with live stock has for a great number of years averaged more grain per acre than has been produced in this country, we have a similar condition in Denmark, many portions of which have soil of a very poor nature, but the land has been brought to a high state of fertility by intelligent mixed farming.

We cannot hope to discuss the first part of our text, if I might be permitted to call it that, Mr. Chairman, by any sweeping statement, and it will be better to discuss the live stock industry in its various branches just briefly. However there are one or two things that apply to the whole live stock industry if we are really to make a success of it, if we are going to have a stable live stock industry. The first and the most important thing is to see that it is made profitable; as long as it is profitable it will be followed by the farmer, if it is not profitable he will soon go out of business. To make it profitable we must have an assured market for his product, we must have satisfactory distributing facilities with the distributors receiving the amount that belongs to them. We must have good transportation, and then there must be such financial arrangements as will enable him to carry on his business properly. I will not go into the details surrounding these points, because on looking at the programme as drawn up by the Hon. Mr. Crerar recently I find that many of these matters are to be discussed at a later date.

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Looking first at the horse business I think it is rather absurd to say that the tractors are going to drive the horse clean out of business at a very early date. While the tractors are rendering very excellent service we find that the horse is more profitable under many conditions, particularly in the western newly settled sections of the country. The market for horses I must admit is much more limited than it was a few years ago. Still when we look into the matter more closely we find that heavy and draft geldings and mares of a good quality are as scarce to-day as they ever were. I remember a few years ago on the Pacific coast at the horse shows several large firms were in competition in the purchase of horses to exhibit at these shows and in buying horses for four-horse teams they experienced the greatest difficulty in getting sufficient horses of soundness of weight and quality to compete in these classes. It was found necessary in some cases to go all the way to the Old Country to secure horses of the proper type. I think those who have been keeping in close touch with the horse business admit that the same conditions exist at the present time. Why are good horses so scarce? We have the most excellent grass and we produce first-class to grow good animals.

I have judged for a number of years at our western fairs, and you will be perhaps surprised to learn that sound stallions of good quality are not in the majority and high quality mares of size are not very numerous. There is an old Scotch saying that you cannot make a silk purse out of a sow's ear. Neither can you expect that a sound horse will be produced by an unsound sire and dam. Then again we have failed to keep up-to-date in the breeding of our horses. A few years ago if the sire was nice and symmetrical in shape and travelled well his weight was overlooked. We have had horses come in from the United States with weight and they have created a very keen competition indeed. In the selection of a good horse for a sire we should get one that is decidedly masculine in appearance, one that possesses plenty of snap and vigour; we do not want a horse with a mare's head. You get a stallion with a feminine head and you will usually find that he is not impressive. We like to have one with a head that is mostly fitted to the neck, we like to have that head well formed with the neck fitting smoothly into nice sloping shoulders. His body should possess depth, giving plenty of room for the heart and lungs, chest well developed, but not too bull-doggy, as we find in some breeds, with the horse's legs stuck out on the corners. We want the legs well placed under the body. When you have a horse with a long sloping shoulder there is a certain amount of elasticity in his gait, which eases the the concussion and prevents foot and leg trouble. The legs should be broad, clean and flat, and with a fairly long sloping pastern. That sloping pastern is necessary, because it also adds elasticity to the gait. The foot should be well formed, with a well developed frog. We want the horse's body well set up, strong over the back, with plenty of length of rib, and the rib should be well sprung from the backbone. You ask why is that necessary. A short-ribbed horse is a bad seller, unless he is particularly heavily loaded with flesh. The muscles over the hindquarters should be well developed, with a good length of quarters, and well-muscled thighs, carrying his hocks close together. Now we come to a point to which enough attention has not been given by many of our farmers when selecting a sire. He should possess good action. A horse should travel straight, pick up his feet nicely, and carry his hocks fairly close together. There should be a certain amount of snap in his gait, indicating vigour and energy. He should also be a fast walker, because practically all his work is done at the walk, and if we have a slow walker there is a great waste of time taking the load away and coming back with the empty wagon. In ploughing if you have a clumsy horse a great deal of time is wasted at the end of the furrow. In selecting your dams see that they have plenty of size and not too closely knit. You can select the good mares and dispose of those which do not give you satisfaction as mothers. The horse I have described is not like many horses we find in the outlying districts.

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We often find a scrubby little horse 1,400 to 1,500 pounds, and the man who leads him swears he weighs 1,700 or 1,800 pounds. He usually has small feet, narrow heels, round legs, and a round little body, and occasionally a jack spavin, curb, or side bones just for ornamentation. That is the kind of horse to avoid. Breed to the very best. We find that in Scotland they do not hesitate to pay a big price for a good sire, and I may say in this connection, as an encouragement to the horse-breeders in this country, that a Clydesdale sale was held in Scotland a few weeks ago when splendid average prices were paid. They obtained some of the best prices ever paid in that country for Clydesdale stallions. Good geldings are also selling at from \$600 to \$800 each. In selling your horses it is most important to send them to market in good condition. When I was learning the veterinary business I served my apprenticeship with a veterinarian in Buffalo, N.Y., who had a large practice out at the stockyards. Most of the horses that came to the yards were raised on the western ranches or farms, and were sent down to the corn-belt to be corn-fed and fixed up before they were put up for sale. They claim that this made a very excellent profit to the men, who put them in good condition before selling them. Many of you perhaps will do your selling at the exhibitions. There is a good deal to be attended to in exhibiting a horse properly if you wish to make a good impression. There is no use producing a horse from a good sire and dam unless you are going to put him on the market in the best possible condition.

As far as hunters and saddlers are concerned, I think there is always going to be a limited market for all these horses of good quality. What I said before in regard to good qualities in the draught horses applies equally to the light horses. Good racehorses will always sell. These horses are still bringing excellent prices. A stallion in Argentina the other day sold for \$200,000.

In connection with the beef industry there are four things absolutely essential if we are going to produce our own steers and send them to market. The first point is that we should have a pure-bred sire of the right breed and type. Then it will be necessary to cull the females and cut out all those which are not of the right type, and those that do not produce good, strong, lusty calves. You should keep your dams in good condition in the interval between calves, so that at calving time they are in good shape, and will be able to raise calves in the best condition. If you wish to produce a first-class steer, it is important to see that the calf flesh is never lost and that he is kept growing continuously. In addition to that we must see that our animal is properly finished and sent to market in good condition. I might say in this connection that on one of our ranches in British Columbia, where several thousands of cattle are kept, the size and quality of their steers have been vastly improved, and they have been increased in weight on an average of 150 pounds per head, by the use of good sires and by intelligent handling. In selecting a good beef sire, we look for an animal that is as nearly shaped like a parallelogram as possible. His body should be straight on top and straight underneath. In addition he requires to be well covered with flesh of good quality, smoothly placed, and particularly strong in those points that give beef at the best price, for instance, along the loins, over the ribs, and the hind quarters. Avoid a sire with a cow's head. My remarks about masculinity are applicable here as in the case of a horse. The Argentine has been showing us how they appreciate good sires. They pay from \$5,000 to \$30,000 for a bull in the Old Country, and think nothing of it. It is necessary there to pay high to secure high-class animals. In the United States at the present time they are paying more for sires than we are in this country. I am sorry to say that many of our good bulls bred in Ontario, and other parts of Canada, find their way into American herds. I think the best way to remedy this is to make the breeding of steers a more profitable industry to the farmer. When he finds it is profitable, he will pay more for the proper sires to produce the steers required for the market. In the selection of a good sire a difference of

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\$200 or \$300 should not cut any figure, particularly to the man with a herd of forty or fifty cows. We should not be misled in buying a sire by any nice story about a fancy pedigree or a popular family unless there is a good bull attached to the pedigree. I noticed that at a spring sale in Scotland last year two certain families in the short-horn breed led the sale, but at the fall sales in the same country, these two families were at the bottom of the list, showing that the shrewd Scotchmen were not to be led away by pedigree alone, but that they paid attention to the individual animal in addition to the pedigree. Therefore, in buying a bull, while it is always desirable to get him from a good family, be careful always to see that you get a good bull individual.

Steer feeding has been made quite a profitable business by some of our feeders in this country. Dr. Rutherford, at the Strathmore farm in Alberta last year, turned out a number of steers at a profit of more than \$81 per head. In Chicago, in the month of February last, a feeder realized \$20.10 per hundred on two loads of Herefords weighing 1,373 pounds, and on the same date another man brought in two loads of Shorthorns weighing 1,430 pounds, and for these he secured \$20 per hundred.

Mr. BEST: Are there as many different types in England and Scotland as there are in Canada?

Dr. TOLMIE: As you know, all our beef types originated there.

Mr. BEST: Why is it that we cannot get any one to tell us in this country what is really the best type? Is it for fear of injuring some other man's animals, or what?

Dr. TOLMIE: I think there is no question as to the proper type. It is just the type which I have tried to describe this morning. If I had a living animal before me, I could make it plainer. You do not find any speaker wishing to favour a particular breed, because they do not want to start a bull fight.

Mr. BEST: Why is it that in Canada there is no attempt to tell us whether one breed is better than another. The Herefords and the Shorthorns and the Polled Angus are all good types, I suppose, but why is it not proven to us that there is one type better than the other?

Dr. TOLMIE: I do not think it is very important for the reason that it all comes down to the good individual of a particular breed. There are good ones and poor ones in all of those breeds. If you are a Scotchman and come from the land of the Angus "doddies" you would naturally favour these. Another might prefer Shorthorns. First-class animals can be produced from either of those breeds.

Mr. ALAN: It seems to me that the balance of convenience would be to start a bull fight. I think the question raised by Mr. Best is a very important one. I quite understand Dr. Tolmie's point of view; none of us desire to engage in bull fights. But is the question not a very pertinent one as regards the characteristics of a particular part of the country in which a man is carrying on his activities, and which is differentiated, climatically and otherwise, from other parts? Take the various provinces of Canada; would certain types not be more suitable than others? It seems to me that a bull fight is something that has got to be fought out.

Dr. TOLMIE: It has never been fought out in Great Britain. There they have still a large number of breeds, and they are the people we try to follow. You get good and bad individuals in nearly every one of these breeds. It is a particular beef type that we are after rather than a special breed. On the other hand, the keen competition between various breeds is a very excellent factor in improving our cattle because they are competing one against the other to produce the best type of animal required by the feeder.

Mr. MCGIBBON: There is no difference in the quality of the beef?

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Dr. *TOLMIE*: We find that at Chicago in late years the Angus cattle have won more prizes in the dressed meat competition than the other breeds. They claim that the Angus breed has a more marbled quality of beef. On the other hand, they rather object to them on the ranges on account of their being polled. In British Columbia, and I think also on the Prairies they figure that the Herefords will range further for water and stand more starvation than any other breed. The principal breeders in British Columbia use Herefords and then Shorthorns to bring up the size.

It may be interesting to you to know what an Argentine man thought of Canadian cattle breeding after he had been here for a short time. He came to Canada to visit a cattle man in Toronto, and he told the latter that down in his country they had been rather afraid of the effect of the Canadian cattle growing business on the Argentine export business, once Canadian cattle breeding became developed. He said: I am going to travel through your country from here to Vancouver; from there I shall go to California, and will return to Toronto in about a couple of months. He took the trip, and on being asked on his return if he was still very much afraid of the competition in Canada, he shook his head and said, "You have some good cattle, but a tremendous number that are not much good. In our country it is possible to see 3,000 cattle in a field, all of one type and quality. We have raised our standard, whereas our abattoirs are right along the seacoast. It will be a good many years before we need fear your competition." A well known cattle man took over a large number of cattle to France in the year 1914-15, and he saw a great deal of Argentine beef on the British market at that time. He stated that in his opinion the Argentine average ran as good as our average Christmas beef in this country. That will give you an idea of what has to be done if we are to get into that export market. In 1918 there were 743,750 cattle slaughtered in our inspected abattoirs in Canada, and only from 5 to 10 per cent of these were fit for export, due to the fact that they were a poor quality to begin with and not finished. You can begin to realize from these figures what a tremendous loss there is to this country in marketing cattle only half fed. Take the cases I have cited at Chicago. One man got about \$280 per head for his finished steers, or \$20 per hundred pounds, and on the same day common steers in poor condition brought from 9 to 11 cents per pound, to say nothing of the difference in selling weight. There is a tremendous field for improvement in cattle production in this country. How improve the quality and increase the numbers? I consider it a most important thing and at no time is it more important than at present owing to the fact that everything points to cheaper fodder. The first thing to do is to use our best efforts to guarantee a satisfactory market. That includes transportation, cold storage, and so forth. I do not propose to go deeply into these phases of the question at present as I understand they will be taken up later. We should carry on a campaign of education for better breeding and better feeding, a campaign for the elimination of the scrub sire. It does not matter whether he is a sheep, or a horse, or a bull. Then we have the suggestion that liberal prizes be offered at our fat stock shows for (1) single steers fit for export, and (2) steers in carload lots. This system has given very excellent results at the Smithfield market in England, and also in Chicago. The largest fat stock show is the international, held at Chicago. At every one of our fat stock shows I would strongly urge that we have a novice class. For instance, if we were to offer prizes and have no special novice class, we would find that a few professional expert feeders would carry off the prizes every year. We should try to induce as many new men to get into the game as possible and by offering prizes for a novice class, that is a class in which the exhibitors had not won either a first or second prize at any of these shows, we would encourage the new men to compete. Money spent in that way, I consider, would be money well expended and would bring very good results.

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Then we might have demonstrations at our Government farms in the production of first-class steers, and the exact weights of feeds, the increase of weight per day, and the cost per pound laid before the people. In addition a publicity campaign might be carried on with very great advantage.

So far as our range country is concerned, I think the ranges should be better regulated and care taken that the range is not eaten out. We have made mistakes in several parts of Western Canada, and also in British Columbia by cutting up sections of country that are not fitted for anything else but for range purposes. On these ranges the settlers have done no good. It has been a race between them and starvation. Only once in a while have they got a good crop. The range man was driven out of business without any good being accomplished.

Last year, Great Britain imported 1,077,154,000 pounds of beef, and of that quantity only 30,000,000 pounds were supplied by Canada. So far as the market is concerned, looking into the future a little, we must remember that owing to the lack of bottoms, Australia and the Argentine have not been able to get rid of their beef cattle; there are a large number of cattle on hand, the accumulation of three or four years; and these suddenly placed on the market might have the effect of causing a drop in the prices. Australia is selling chilled beef at twelve cents a pound, f.o.b. Australia, at the present time. As this situation clears up, things will assume their normal condition again, and I think there will be an excellent chance for Canada to secure her place in the British market.

With regard to the dairying industry, cheaper grains will have a very excellent effect. The dairyman has had a very hard time during the past three or four years in trying to profitably produce at present prices of feed. Canada has already shown that she can produce first-class dairy cattle, and she has also shown that her products are of first-class quality such as would command the attention of the large markets in Europe. Denmark, of course, has been one of our greatest competitors in this line. While there is a good deal of extra work in dairying, a good many hours to work every day, where you find the industry established in any district you will usually find that district in a prosperous condition. In Denmark, in the early years, after its war with Germany, they found that they could not market their farming products in that country. Consequently, they looked around for a new market. They sent representatives over to Great Britain to find if they could sell their butter there. They found that they could, provided it was up to a certain standard. They went about the business in a business-like way. They established a selling committee in Great Britain; they introduced co-operative packing houses, co-operative creameries, and so forth at home, and in a short time they were exporting over \$40,000,000 of products annually to Great Britain. Denmark imports her supply of concentrates for feeding in the dairying business. It has been impossible to secure these during the war, and her business is disorganized. So at present, there is a good opportunity for Canada to get into the British market while the Danes are regaining their normal condition. But we should be careful to see that our products are up to a high standard, so that the Britisher can be assured that when he buys a Canadian article it will be the same on every occasion, and not good this week and bad the next, and so on. It is just possible that Denmark will cultivate the German market when peace is settled. In Canada we have a great deal to do in the improvement of our dairy herds. The average production of milk throughout this country is less than 4,000 pounds per year, while at the same time we have single animals producing as high as 30,000 pounds a year. There are whole herds in this country averaging 10,000 pounds a year, and one man in Ohio has a herd that averages 16,000 pounds all round. In this country we have two-year-olds producing 16,000 pounds per year, showing what can be done by selection and culling out, and the use of first-class sires. Many of these sires will increase the yield of a dairy 50 to 100 per cent in the first crop of heifers. We have

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accomplished this by the encouragement of official testing. We have a system where official tests are carried on so that we are able to estimate what a cow produces in a year, and a cow with an official test behind her is very much more valuable than one without it, and in the purchase of a sire for dairy purposes, it is necessary to obtain one with as good backing as possible, in addition to a first-class animal.

Regarding the swine industry, in the first place I wish to congratulate the Co-operative Association on the prairie for the excellent work they are doing in assisting the farmer to market live stock at the lowest possible cost. There is great room for extension of this important work, and I think a great deal will be accomplished along these lines. Great Britain imported last year 1,261,000,000 pounds of pork products, and Canada supplied 130,000,000 pounds of that, showing that there is a tremendous opening in that country yet for the sale of our Canadian meats. That country, as I said a while ago, is very short of hogs. Some of us have the idea perhaps that we cannot produce hogs properly and of the best quality without an abundance of corn. This is an entire mistake. In Denmark they produce more high quality pork per acre than in any country in the world, and they did it largely on small grain and the by-products of the dairy. If a hog is fed entirely on corn, you will find he will produce a much softer class of pork than the animal produced by mixed feeding, barley, oats, shorts, etc., with an addition of skimmed milk. The hog produces foodstuffs cheaper than any other animal. A hog in good condition will dress at 75 to 80 per cent, while a steer will dress out at 55 to 65 per cent. We have the bacon type of hogs, and also the large type. I will not enter into an argument as to which is the better of these two, because under the varying condition of this country it would be hard to lay down any hard and fast rule. In some sections of the country you cannot keep a white hog on account of its inclination to blister, and in some markets where there is no discrimination between a good bacon hog and a good fat hog, there is no object at the present time to produce a hog of any particular type as long as he is a good one but as our market in England regains its normal condition I presume it will become rather more discriminating, and our leaders in the live-stock industry in the employ of the Government should be careful to advise our farmers along the proper lines when the time comes. In British Columbia we produce, as you do in Ontario, two crops of hogs per year. In the selection of a brood sow we try to get one of large frame, strong, possessing a first-class constitution, and at least fourteen teats if possible. We find a sow selected under those conditions will produce larger litters and larger revenue as well. She requires to be of a quiet disposition so that she will be a good mother. In the examination of our boars we select the type we require. We look for that masculine head and plenty of vigour, and strong bone. This is necessary in the case of large hogs where the feet are apt to break down where the weight increases. In the prairie I understand only one litter is produced per year, and I suppose as time progresses and you get better accommodation for hogs, it will be quite possible to produce more.

With regard to the sheep industry, I may say Canada does not hold a proud position. In Canada we have only two sheep for each hundred acres of land in our farms, and this compared to Great Britain, with 52, Argentina with 15, Holland 12, United States 56, and Australia 58 to the hundred acres. We have in Canada less than 3,000,000, while in Australia they run under normal conditions to about 110,000,000. So that there is a great opportunity for us here to increase our quantity of sheep and also to improve the quality. I think if a campaign could be started good results would be obtained. Many of our farmers would find that the keeping of small flocks of sheep would not only be profitable but a great convenience. The keeping of these sheep where they could be used for cleaning out weeds would be a great benefit. They have been found profitable in British Columbia—nothing more profitable than a small flock of sheep. They are profitable in keeping down weeds and keeping the farm cleaned up in that respect. We find that in British Columbia, as a rule, the

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most profitable breeds are the Black-face and the butcher will take a carcass that will weigh from 50 to 60 pounds, the idea being that when a man comes in for fifty cents worth of chops, he gets enough for his family, or pretty nearly enough. If he has a large family he will have to purchase more. The objection to the big sheep is that they are inclined to put on too much fat, and the cuts are too large. On the ranches we like to see a strain of Merino or Rambillet in our flocks because they herd closer together. In a country infested with coyotes that is important. In the foothills in British Columbia one man is required to herd a thousand sheep. I understand he can handle from two to three thousand in the prairie country. This matter of herding close together is an important one in handling big bunches. Under our best farm conditions we produce a lamb and a half per ewe, and under less favourable conditions a lamb and a quarter. Under ranch conditions seventy-five to eighty per cent is about the rule. Here again we have a great opportunity to control our ranges and forest reserves so as to see that they are not entirely eaten out. You can quite easily understand that a sheep man who has a bunch of sheep, moving about from one part of the country to another, will in many cases allow the sheep to range on land too long and eat it down, and destroy the grass. In the United States, under range and forest reserve restrictions, the ranges are preserved and carry probably 50 per cent more sheep than they would otherwise. The standardizing and grading of our wools is also a very important matter. The wool situation to-day is rather hard to explain. I think we can figure at the present time on this continent we will have about 800,000,000 pounds of wool to last us until July, 1920. There are 35,000,000 pounds available in the United States now and 100,000,000 owned by mills. This spring clip can be estimated at 300,000,000 pounds. It is estimated that 650,000,000 pounds will be consumed by the end of the year, leaving 150,000,000 for the first half of 1920. The stocks will have to be made up by importation. There are supposed to be large stocks in South America, South Africa and Australia. I have not seen any definite reliable figures, but we can rest assured that there is a considerable quantity. There is one prominent feature of the sheep situation, and that is that there are fewer sheep in the world than there were previous to the war. The prospects, therefore, are not so bad after all. To stimulate the production of mutton, I do not know what we can do better than to carry on a publicity campaign as to the value of the sheep on the farm. My experience is that I find that the sheep pay me a better return than any of the other lines. In this country, the sheep industry is up against rather unfair competition from Australia. Perhaps Mr. Thomson may have something to say about this, seeing he is a free trader. We have considerable mutton coming from Australia, and it is put on the block as Canadian mutton in many cases, and thus enters into an unfair competition with our product. I think it would be well to have this mutton marked Australian mutton. That would help the local breeders.

Then we should have a campaign, I think, at the proper time to popularize the eating of mutton and lamb. This flesh is very much more popular in Great Britain than it is here. We should see that our mutton is put on the market in good condition. I think that that along with the publicity campaign, would have excellent results. Four years ago I would not have believed that it was possible to do many things that have been done during the war, and I think we might well apply many of the lessons learned during the war to agriculture.

If we are going to build up a first-class livestock industry, and one that will be permanent, we must be assured of having a first-class market. There is no use in trying to induce a farmer to farm uphill or against the tide. If he does not make money out of a certain line of business, he will naturally get out of it like any other business man. I believe that our Government might spend much more money than is spent at present in trying to better the livestock conditions in Canada; and in securing better marketing facilities, and a better control of the markets in many cases.

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I do not know of any way in which money could be better expended than along the lines I have suggested. We want to prevent any tendency to squeeze the producer. We know that squeezing has occurred on a few occasions. Anything that the Government can do to improve our markets, our transportation facilities and cold storage, and to place the livestock industry on a proper basis will, I feel sure, have the support of the people. We should make a careful study of what other countries are doing. Let us study carefully the British market. Let us have authentic figures showing what is necessary in the British market. It might be necessary to have an office there with officials to see that the products go on the market in the best condition. This is what the Danes did and did with great success as I have pointed out.

MARKET FOR LIVE STOCK IN 1919

HOUSE OF COMMONS,

COMMITTEE ROOM 318,

OTTAWA, THURSDAY, May 8, 1919.

Mr. H. S. ARKELL: Mr. Chairman and gentlemen, I consider it a special honour to be invited to speak to the Committee on Agriculture and Colonization, and a special privilege to address you upon this subject. It is one that seems of particular importance at the present time, and worthy of the attention and best consideration of such a committee as this. I believe that through the careful attention which you can give to it, and by the support that you can furnish to any programme that may be developed in connection with it, very great progress should be made. Without wasting time upon preliminaries, as the time is short, I should like as briefly and concisely as I can to indicate what in my judgment are the prospects for the development of an export trade in livestock. This, as is generally understood, is the reconstruction period for agriculture, as well as for other lines of industry, and in a very special sense the future development of agriculture depends upon the methods that are followed at the present moment and upon the steps that are taken to insure our present market connection and a permanent outlet for our products. Prior to the war, in the year 1913, we exported only \$50,000,000 worth of animal products. In 1917, that export had risen to one hundred and seventy odd million dollars worth, and in 1918 the total exports of animal products had reached what we think is a very worthy mark, three hundred and three odd million dollars worth. That means that during the period of about five years we had increased our exports of animal products by about six hundred per cent. That is as regards values, not perhaps as regards quantity. It must be remembered that the value of material has very greatly increased during that period. But during the period of the war, we so increased our production in Canada of the various items, bacon, beef, eggs and so on, and reduced our consumption to such an extent that we were able to export a product netting a revenue to Canada of over \$300,000,000. The point that remains with us who have to do with the continuance of the trade and the development of it in the future is this: That the outlet for our products may or may not be so certain, may or may not be so unquestioned as it has been during the past five years. Therefore, if Canadian farmers are to continue their increase of production and are to be justified in developing their farms and their live stock to the maximum possible, we must definitely determine what is the situation as regards our export outlet. Will it absorb during the next year, or two years, or five years, all we can produce? Is it possible to build upon the development that has taken place during the past five years; or are we now going to recede to the position in 1913, when the exports of animal products furnished a very small proportion indeed of our export revenue? And this may be combined with the thought that possibly the very greatest asset that we have at the present moment in connection with the discharge of our financial obligations lies in the development that can be secured from agriculture. I think it will be generally admitted—and the chairman, who is interested in grain production particularly is free to concede as I understand it—that one of the very important parts of the development of agriculture is the extension of our live stock industry and the development of our live stock trade. That being the case, what is our immediate position?

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It is a position of which the farmer should be advised, a position of which the country should know, respecting our opportunity to continue that trade, respecting the ability of the export market to absorb all we can produce at profitable prices, and respecting the question whether or not the export market and export prices will justify a confidence in our farmers to go on with the work, continuing from the point where they are at present, and to increase this production commensurate with the resources of the country. That seems to all of us who are engaged on the problem to 'be one of vital importance at the present moment, and that I think, amongst other things, induced the minister to send the Live Stock Commissioner to Europe to ascertain exactly what was the outlet and what were the prospects as regards the development of this business. I just returned three or four weeks ago, and I am speaking from the information gained during a two months' trip abroad. For convenience sake and to be concise, I am going to indicate very briefly the situation respecting the several points of trade in regard to which we should make development in the future. They attach themselves, or centre themselves, round the development of an egg and poultry trade, of a bacon trade, of a beef trade and of a trade in horses. We may also mention the development of a trade in wool and sheep. I shall have a word to say about that, although perhaps the returns from that at the present moment, owing to the small production in Canada, will not be so important as the other features to which I have alluded. Briefly, then, referring to the egg and poultry trade, here is the situation: We have exported during the period of the war a very material quantity of eggs and poultry and that export is continuing. It has become clear to our tradesmen and our producers that there was a profitable outlet during the war at least for the products of eggs and poultry. Now what is the situation abroad as regards our market for our products in the future? This is the position as I understand it: Prior to the war the United Kingdom imported forty per cent of its consumption in eggs and thirty per cent of its consumption in poultry, more than half of which came from the country of Russia. That is significant. Russia, Roumania, Galicia and the Balkan countries, all of which contributed to the supply of eggs and poultry to the United Kingdom prior to the war, are now swept bare of the product. France and Belgium are contributing at the present moment a very small proportion. It is expected that the imports from the countries first named, Russia and the Balkan countries, will be very small indeed for a considerable number of years, owing to the uncertain political conditions and owing to the fact that these countries are at the present moment swept bare of poultry. It is estimated that there are one hundred and eighty odd million fewer fowl on the continent of Europe at the present time than there were prior to the war. That fact has provided for the export of fresh eggs during the spring months at profitable prices, as against our usual custom of putting them into storage, an unheard of practice, so far as our industry has been concerned during past years. It is the consensus of opinion amongst poultry men overseas, and amongst those who are studying the trade here, that for a considerable period we shall be able to develop this industry and secure a financial return to Canada that will compare favourably with the return from the other lines of live stock. I believe from my interpretation of the situation abroad that we shall find for a number of years a very profitable outlet, and one that will justify increased production, and we will have a market for all the eggs and poultry that we can produce here. We will be able to export any surplus we may have.

Passing from that question to the production of bacon: This is an industry in regard to which one may speak with a very great deal of confidence. I doubt if there is any special live stock industry that at the present moment stands on more secure footing than this one. The prospects for the continuance of our export trade on profitable lines are good, and I will try to give you the reason for that briefly. Prior to the war Denmark had something over two million hogs. She has now reduced

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her hog population to something less than 700,000. In 1916 her exports to the United Kingdom were over two million hundredweight. Her exports in 1918 had been reduced to twenty-one thousand hundredweight. The same situation is true of Holland, and while prior to the war Danish bacon and to some extent Dutch bacon dominated the British market, it has now become an insignificant factor. The hog population of those countries has been reduced very materially, and whatever surplus exists is being sent forward to Germany, Austria, and to enemy countries, rather than to the United Kingdom. It may be suggested that in Europe hog production will very speedily be increased to normal conditions. It must be remembered, however, that feed and the supply of concentrates is a determining factor in the production of hogs, and feed is short on the continent of Europe, particularly concentrates, due to very many reasons, and amongst others to the fact that seed has not been available, and the harvest will be very short this coming autumn in very many European countries. It is scarcely likely that hog production will reach a normal condition for some time at least. As regards the supply of the United Kingdom, the hog population of the United Kingdom has also been reduced perhaps more materially than any other class of live stock. Irish killings which, before the war, represented 16,000 weekly, have been reduced to about a quarter of that amount. Considering the whole situation one comes to the conclusion that in respect of bacon, special Wiltshire bacon for which the United Kingdom finds a special market, there is practically no supply available from the continent of Europe and that it is much smaller than usual within the United Kingdom itself. It may be suggested that Canada should find an export for her product to the continent of Europe but I think it will be agreed that our export possibilities should be developed with the United Kingdom which requires special Wiltshire sides as compared with the fat product which is used in the European countries. There is another significant feature in connection with our bacon trade; during the period of the war the imports from the North American continent grew to very large proportions. It will be understood that our export became a very significant factor; it will be understood further that the export from the United States represented about ten times that of Canada, a trade which was practically nil prior to 1914. We have to bear in mind first that the Canadian product is especially adapted, specially desirable from the standpoint of the United Kingdom trade.

This Wiltshire side, brine-cured, has been marketed under a special process that has been developed in Canada for a considerable period. I am glad to say that that process and that trade and the quality of the product has been maintained during the past few years, under very difficult circumstances. On the other hand the American product has consisted to a considerable extent of thick, fat sides, grown in the corn belt and cured with the dry salt cure which makes a hard fat and a hard lean. Further for preserving purposes, a very large proportion of salt has been required. You have then with these two qualities of bacon exported from the North American continent; one the dry salt fat bacon from the United States, the other the special quality brine-cured Wiltshire sides from Canada. The consumers in the United Kingdom have been obliged to buy and eat these two classes of bacon without being able to select the kind they prefer, you will thus readily understand the reputation that has been developed by the salt American bacon as against the reputation that has been developed for the Canadian Wiltshire product. Canadian bacon has never met such a demand and been held in such high repute as at the present time and it may be understood that the export demand for Canadian bacon is one that will absorb all our supply for a considerable period of years. Perhaps that will require further argument if you are sceptical, on that point, but I give it to you for what it is worth and as being concurred in by the United Kingdom trade. I have spoken to many men in the United Kingdom who are engaged in that trade and I have been told that many of them desire to develop an export connection with Canada.

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I will now take up cattle. There are some difficult features in connection with the cattle trade; the first is that we are in competition with the Argentine and Australia, countries in which the production cost is considerably lower than in Canada and it gives one food for thought as to our ability to export dead beef on a basis that will justify increased production. I do not want to be misunderstood as regards the judgment that one will form but I want to make it clear that there is a problem and a question there that must be answered. While we were selling beef at 24, 25 and 26 cents a pound, beef was being purchased in the Argentine, since the Armistice was arranged, at 5 and 3 pence per pound, about one-half the price that was being paid for Canadian and American beef, and that price is based not only upon the accumulated stocks that may exist there at the present moment, but is based upon the production costs in the Argentine and in Australia so that we have to contemplate a situation in which we shall have to compete with these two countries. I am sanguine that there is an opportunity to develop a dead meat trade, perhaps a specialized beef trade with the United Kingdom but I am just as certain that it may take some little time for us to secure fair returns from that trade and it may require a considerable amount of ingenuity and aggressiveness on the part of the Canadian interests to secure a fair revenue if we are to develop it according to the opportunity that it presents. I believe that with a change in the labour and family conditions in the Mother Country, owing to the fact that higher wages are being paid to labour we may be able to send a lighter quality of beef provided it is properly finished at prices that will be profitable to Canada, it is to be expected the Argentine and Australia will continue to send the very heavy carcasses from which are obtained the heavy British cuts that have been the fashion for so many years. You know that our trade in Canada and in America has changed considerably so that we are now taking a lighter quality of beef from which lighter cuts are obtained and I believe that the same situation is likely to develop in the Mother Country. If therefore we give them the beef that is fitted for this special trade and pay particular attention to the finishing of the product we shall retain that trade in competition with the other countries named. That situation emphasizes however in my judgment the absolute importance of developing a live stock trade. I would like to go into that perhaps in more detail but it would take too long to do so. At the present time there is a demand in all European countries for a considerable quantity of cattle; in Belgium, in France, in Roumania, in Poland, in Italy. All of these countries will take cattle from Canada and I believe that that trade may be developed satisfactorily and profitably this year. They want breeding and store cattle for production purposes rather than for feeding purposes. The financial situation in these countries is such that the Government absolutely refuse to purchase anything other than is actually required for the barest necessities of life. They say that their people must live on cereals and fats that will sustain life and that they will purchase only that which enables them to get back to normal production conditions again. They are buying horses to cultivate the land, cows and dairy heifers to enable them to get back to the ordinary production of beef and milk. Turning now to the United Kingdom we are in a position to emphasize the need for Canada making the very best of the opportunity to ask for the removal of the British cattle embargo. You will observe that a question was answered in the House the other day to the effect that the President of the Board of Agriculture did not propose bringing in legislation to provide for the removal of the embargo upon Canadian cattle. That is the answer that one would have expected and yet I know from having met a large number of men interested in the trade in Scotland and England that there is the strongest support, politically and economically, among the farmers and labour industry there for the removal of the embargo. We also have the good-will, at least, of the President of the Board of Agriculture in England to continue our efforts in that direction and to secure whatever support we can to our request. As a matter of fact Ireland is not expected to provide the number of store cattle that has been the case

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in the past. She is feeding more herself, which practice is affecting seriously the output of store cattle. The Scotch feeders want cattle and they say that if they cannot get them from Ireland they should get them from Canada. The labour people also say that they want Canadian cattle. They need hides because leather is dear in England. They say that they want the offal from fresh killed beef to provide the poorer classes with the quality of meat that they are able to purchase. They say they want the business developing from this. They say that they want all the profits of this industry centred within the Empire rather than that it should go through foreign channels. I am satisfied that, whether it is possible or not to secure a removal of the embargo, we can secure a support for it that is promising and worthy of all the efforts we can bring to bear on the subject.

I want to point out in conclusion, as regards the cattle situation, that this year, and perhaps next year, if I am not mistaken, it will be on the basis of our export of live cattle that increased production will be justified. I believe that the demand in Europe, in the United States, and possibly in the United Kingdom, is such that it will absorb all our surplus, and that it will justify the continuance of production on the lines that we have carried on during the period of the war.

Passing now to horses, the horse situation has been somewhat of a disappointment to Canadian farmers during the past five years. We had expected to sell a large number of horses for army purposes, but such has not been the case, at least not to the extent that the Canadian farmers expected and desired. What then is our opportunity to secure an export business at the present time? Two lines are opened up to us. First, a permanent trade in heavy horses with the Mother Country. I have never seen heavy horses in such poor condition, or in such few numbers in London, as I saw this year, due to the lack of feed to the demand for war purposes, and other causes. I talked with transport men, men who were using from 1,000 to 6,000 horses in their business and they said: We will be glad to purchase from Canada, we want horses from five to seven years, well mannered, weighing from 1,600 pounds up to a ton, clean legged, with good action, good middles and good feet, the best horses that you can produce. It is not worth while sending anything else. They say that they will pay from 150 to 170 guineas each. I talked with a man who had concluded a contract for twenty horses picked up under difficulties in Scotland, and he had paid for each of them 170 guineas. I have talked with the auctioneers in London who are selling army horses, and they advised me that they were prepared to take from 50 to 80 every two weeks and sell them to advantage, so far as our Canadian trade is concerned. I talked with people in Glasgow and I have come to the conclusion that if we can provide a horse of proper type and in reasonable numbers, we will secure a trade there that will permanently net a satisfactory revenue to this country.

With regard to the trade for our light horses, it is a very satisfactory thing to know that the situation in Europe is such as to demand a class of horse of which we have a considerable surplus in this country at the present time. I refer to horses weighing from 1,000 to 1,300 pounds. My information is that during the war period Germany actually commandeered a very considerable number of horses of Roumania, Serbia and the Balkan countries; so that these countries now are without the horse power, or the oxen power, if you like to put it that way, to cultivate their land. As I understand it, there is a deliberate move on foot as one of the first and most important factors to enable them to get back to normal production again, to secure a supply of horse that will enable them to resume and carry on business. The same is true of Italy, of France, and of Belgium. They will take the classes of horses of which in Western Canada apparently we have a very large surplus, and I believe they can be sold at profitable prices. I am told that in the Balkan countries at the present time horses are selling at from 4,000 to 5,000 marks each. Perhaps I should refer briefly to the fact that one of the difficulties is the matter of securing space. We have some

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information as regards that, and it is not very encouraging, but I am hopeful that by some move on the part of the Government we will be able to secure some concessions from the transportation companies, the ocean shipping companies, as regards space if this trade in horses and cattle can be developed.

My time is about up, and I desire to leave a few minutes for questions. I would just like to say this in conclusion: If one views the whole situation from an economic point of view, as regards the opportunities in Europe and the United Kingdom, I am satisfied that there is an outlet for all that Canada can produce in the way of eggs, poultry, bacon and beef, whether as dead meat or as live cattle, and that we can secure a profitable trade for light horses, temporarily in European countries. That trade may last this year and next year, but not longer, I think. There is room for a permanent trade in heavy horses in the United Kingdom; possibly also, if we can secure the removal of the embargo we may develop a trade in store sheep. I talked with a dealer in store sheep in Scotland who said that if 2,000 store sheep were at the docks, he would be first there to purchase them. I am satisfied that that trade can be continued on profitable lines. What then should be our attitude here? I think it can be summed up in one or two words. If our future, financial and economic, is to be assured, if we are to build up our industry, build up our commerce in a way commensurate with the resources of the country, it will largely be by the development of the agricultural industry, and as I said, by the development of our livestock trade. It is to be hoped that in some way or other the farmers of Canada may realize the obligations of this problem. Let me say this—not that I had intended to say it—to indicate the purpose behind this movement, I had an opportunity, through the courtesy of General Currie to go over the war area where the Canadians fought in 1917 and 1918. One comes back from that visit with something in his mind that was not there before, a determination to suggest to the people of Canada that they should do something towards the making of Canada that would exceed anything that had been undertaken before. If I may put it this way: The task of our soldiers was to save Canada, the task of our people now, as I understand it, is to make Canada for civilization. We believe in the destiny of this country; we believe in its future, and in the contribution that it can make to civilization. If then we are to make this country prosperous it will be on the basis of the development of the agricultural community. I believe that our farmers should organize themselves, as the Canadian Army did for its special task, with the idea of developing a trade that will make the country prosperous and enable us to take our place nationally and commercially among the nations of the world and on a basis worthy of the service and sacrifice that has been given during the past four years of the war. That is the stimulus which we should have behind us and before us in connection with the development of this movement, and I believe that message should go to the people of Canada, and I do not know in what other way it can be taken to better advantage than by the members of the House of Commons.

Mr. BOWMAN: Do you think it would be wise in the interests of Canada to encourage a policy for the selling of livestock to European countries for production purposes?

Mr. ARKELL: I think that is a very pertinent question. I will answer it in two ways. I do not think it will be possible to avoid the obligation of meeting, in some degree at least, the requirements of the devastated countries. That is one phase of the question that we cannot but consider, and I think it is in recognition of that fact that the Peace Conference has given its sanction, as it were, to the provision of credit facilities, in order to bring back those countries to normal conditions of production. On the other hand, from a strictly economic point of view, I would very greatly prefer to see our trade developed along the lines of the utilization and consumption of stocker, feeder, and butcher cattle rather than breeding cattle. There can be no question about that, and that is one of the reasons why I do absolutely

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insist on the value of the export business to the United Kingdom which will take that class of cattle. As regards the temporary situation on the European market, this, however, has also to be borne in mind: That a good market, a good outlet, increases production, and if we can combine with the export business a suggestion and recommendation to our farmers to adopt the policy of the conservation of the best breeding cattle, and the breeding of them to good bulls, I think we will safeguard our interests for the future.

Committee adjourned.

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TRANSPORTATION AND REFRIGERATION.

COMMITTEE ROOM 318, HOUSE OF COMMONS,
OTTAWA, Thursday, May 15, 1919.

The Committee on Agriculture and Colonization met at 10 a.m., Mr. Henders the Chairman, presiding.

The CHAIRMAN: We have with us this morning Mr. J. A. Ruddick, and also the Deputy Minister of Agriculture. Without taking up the time of the committee, I will introduce Mr. Ruddick, who is to address us on "Canada's transportation, refrigeration and cold storage requirements, in connection with the possible and necessary development of live stock."

Mr. J. A. RUDDICK: Mr. Chairman and gentlemen, I think perhaps I should explain to the committee that I received rather short notice of this meeting, as it was only about 24 hours ago that I received the official intimation of the title of the address, although I had known for some days that I was to speak on the general question of cold storage. I have plenty of material here, but I am afraid that the time at my disposal will not permit me to deal with the matter so comprehensively as I would have liked. I presume that the topic which has been assigned to me refers to the provisions that have been made, and that should be made, for the proper handling of meats and dairy products, so far as the live stock industry is concerned. I may begin by making a hasty survey of the requirements. We require that there should be for the handling of dairy produce and meats ample storage facilities in the localities where these articles are produced. I need not dwell very long on that point because I think that on the whole the matter has been pretty well taken care of at that end. All the abattoirs provide their own facilities for the handling and freezing of meats as the animals are slaughtered, and the largest cheese factories and creameries are also fairly well equipped in this respect. We have not very much to complain of along that line. While I would not say that there is ample accommodation as regards cold storage, throughout the country, there is a pretty general provision of cold storage facilities in different parts of the country where these articles are produced.

In the next place, we require a good refrigerator car service, a sufficient number of cars to meet all demands, and cars of the right type to carry the products in proper condition. I will have something to say of the refrigerator cars later on.

Then we want, especially for the export meat trade, good terminal warehouses, where the refrigerator cars may discharge their freight alongside the ocean terminals. We are not so well equipped in that respect, but provision is being made, as most of you are aware, for an up-to-date terminal warehouse at Montreal which, I think, will meet the situation very well indeed. Then we require refrigerator space on the steamers.

Briefly, these are the requirements in the way of refrigerator transport and storage for the development of the fresh meat and dairy produce trade on which the live stock industry depends. Now let us see where we are in regard to these different requirements. At the present time, there are some 190 cold storage warehouses in Canada. It is a little hard to classify these warehouses. We are just now making a general survey of the whole country, trying to get a list of places that are equipped

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with mechanical refrigeration, or with ice and salt refrigeration, from one end of the country to the other. We have covered Ontario, Quebec and the Maritime provinces pretty well, but we are not quite through with the Western portion of the country. But taking everything except the smaller private places used by the lake fishermen, and in connection with retail shops, and that sort of thing, we have about 190 cold storage warehouses providing 26,958,411 cubic feet of space. In addition to these, there are a number of small private mechanical plants in connection with jobbing establishments and fishing establishments, running from 2,000 cubic feet to as high as 20,000 cubic feet. There are quite a large number of these smaller establishments. In the Maritime provinces there are 26, in Ontario and Quebec 12, and these do not include the refrigerators used by the Lake Erie Fishing Association, of which there are quite a number. Altogether, we have about 758,000 cubic feet of that kind of space, making a total of 27,717,211 cubic feet available for the storage of meat, fish and dairy products. I have a complete list of these warehouses and if any one cares to have the details I shall be glad to furnish them.

In regard to the refrigerator car system, there has been a considerable improvement in recent years in the cars supplied by the railway companies, and a large addition in the number of brine tank cars necessary for the shipment of meats. The figures at present are: Canadian Pacific railway 504 ordinary refrigerator cars and 1,931 brine tank cars, making a total of 2,335. In addition they have 100 cars equipped for use on express trains. The Grand Trunk railway has 965 ordinary cars and 200 brine tank cars, a total of 1,165. The Grand Trunk Pacific has 39 ordinary cars and 195 brine tank cars, a total of 234. The Canadian National railways have 625 refrigerator cars. The number of brine cars are not specified. This gives a total of 4,459 refrigerator cars. In 1911 the Canadian Pacific and the Grand Trunk had only 2,273 cars of all types, whereas they have now 3,600. As you can see, there has been a considerable increase in that respect.

In regard to the terminal warehouses, as I have stated, we are not very well equipped to meet the requirements of the export meat trade. The warehouses in Montreal, Quebec and other places serve the purpose to some extent. They met the requirements of the dairy produce trade fairly well, except in the matter of economical handling. We have sufficient space in Montreal to handle all the cheese and butter that goes overseas, unless there happens to be some extraordinary condition in regard to the shipping, and it is handled under fairly satisfactory conditions except that these warehouses are so located that the cartage and handling are very expensive. The erection of a large cold storage warehouse is now under way by the Harbour Commissioners at Montreal. It will be situated on the docks, and it will have at least one steamer berth where goods can be loaded direct. I have the plan of the harbour here and as you will see the warehouse is located right opposite the C.P.R. freight terminals at Place Viger. It will be very central because it is located in the heart of the present produce district. It will also have good trackage facilities for all goods entering Montreal. Produce or meats can be unloaded directly from the cars into the warehouse. Let me give you an idea of what this will mean as to the cartage on cheese alone. At present all cheese must be carted from the railway terminals to warehouses and from thence to the steamers. One cartage at least will be eliminated when all the cheese is handled through this new warehouse. That will mean a saving of over \$80,000 on the basis of the charges in 1918. No one knows where the cost of cartage is going to end; it is going up every day. There is so much uncertainty that the master carters will not make a contract at any price, and you simply have to accept the rate they give from time to time. This warehouse will have a total capacity of about 2,000,000 cubic feet. I understand that they are not intending to refrigerate the whole of it at present. It will probably cost in the neighbourhood of \$1,500,000.

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Then there is ocean refrigeration. I am afraid we are not going to be in a very good position in regard to refrigerated steamship accommodation this year. I have been making inquiries into that during the last two or three days. I was in Montreal this week and got from the Steamship Companies a list of the refrigerated ships that will be in the St. Lawrence trade this season. Before the war there were forty-five steamers with refrigerated space sailing from Canadian ports to the United Kingdom and four to South Africa with a total refrigerated capacity of 1,072,476 cubic feet. There were also eighteen steamers equipped with 800,000 cubic feet of cooled air space suitable for cheese, bacon and apples. For the current season the indications are that there will be only twenty steamers as against forty-five and one to South Africa as against four, having a total refrigerated capacity of 375,212 cubic feet of space,—less than one-half of what was available before the war,—and ten steamers with cooled air compartments, with a total of 159,800 cubic feet. That to my mind is the most serious aspect of the tonnage situation just now and I do not know how it is to be met. So many refrigerated steamers were sunk by submarines during the war that there is a great shortage of that class of carriers at present and I am rather under the impression that some of these refrigerated boats are being used just now for the purpose of getting out the large accumulations of meats and dairy produce in Australia and New Zealand. On the 15th of February there were over 300,000,000 pounds of frozen mutton in New Zealand awaiting shipment, about a year's usual freight. They also had nearly a million boxes of cheese and a considerable quantity of butter in New Zealand alone. I understand that yesterday notice was received in Montreal that for the month of June all the refrigerated space was practically required for the carriage of meats and that there was to be no free refrigerated space. I think that is a matter to which this Committee might give some thought—that is in regard to the refrigerated space during the coming summer, because it is going to be a considerable handicap to our dairy produce trade if we cannot have sufficient refrigerated space during the hot weather. There may not be much butter for export but there will be the usual quantity of cheese and it is necessary that that shall be carried in ships with a temperature under 60 degrees.

Mr. Chairman, I should like to refer briefly to the services which are carried out by the Department of Agriculture in connection with these different schemes of cold storage. For some years under the Cold Storage Act subsidies equal to 30 per cent of the approved cost of the warehouse have been paid, installments covering a period of four years. Altogether some thirty-four warehouses, with a total refrigerated space of 4,928,304 cubic feet, have been given subsidies under this Act, the total cost of these warehouses being \$2,408,354.85 and the subsidies actually paid amounting to \$690,640. There are some instalments, amounting to \$14,024, which have been withheld for fulfilment of contracts and there is some \$17,000 due but not yet paid, making of total of \$722,506.41.

There is also a plan of paying bonuses of \$100 to creameries that erect suitable cold storage in connection with the creamery plant. This is paid only once to any creamery.

For many years the Department of Agriculture has made arrangements with the railway companies to put on an iced-car service for the carriage of butter and also for the carriage of cheese. The arrangement for the butter cars is that they are run over certain routes at stated times on stated days to pick up small lots of butter at every station, the Department guaranteeing two-thirds of the earnings of a minimum carload from the starting point to destination, plus \$6 per car for icing. The shipper pays ordinary less than carload rates on his butter. When the earnings amount to more than the guarantee there is no charge and it works out that on a great many of the cars there is nothing paid at all. With regard to the iced cheese car service the arrangement is that the Department will pay an icing charge of \$6 per car for

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shipments of cheese in car lots, the shipper ordering the car wherever he wants it and the Department accepts bills from the railways covering a limited number of cars per week during a certain period, that is during the hot weather. These services have been in operation for a long time and this year we will have cars on different routes leading to Montreal, Toronto and other centres. I do not know that I had better take up your time any longer on these points because I understand the Committee is to adjourn at 11 o'clock and we have to get through.

There is one other matter I want to refer to in connection with refrigeration on ocean steamships. Since 1900 the department has maintained a cargo inspection service, that is, we have a number of men at Montreal watching ships being loaded with perishable products, especially with the kind of products which are carried in refrigerated space. I have a typical report of one steamer in this service. There is a record of the thermograph, which is put in a box locked up and placed with the cargo. One of these instruments is placed in the different parts of the ship where perishable products are carried. The report has columns showing the part of the ship in which the butter is placed, the names of the shippers, quantities, the conditions of the packages, the temperature of the butter when put in and all that sort of thing. A similar report is made with regard to cheese, eggs, bacon, and apples when they are being shipped. When the ship arrives at a United Kingdom port another inspector is on the job and he makes a report of the condition of the goods coming out of the ship. This inspector takes the charts of the thermographs and sends them back to Ottawa. From the chart blue prints are made and we send copies to any person who is interested in the shipments, to the steamship companies and one copy is posted in the Board of Trade at Montreal. There is the line (exhibiting chart) showing the temperature all the way across the ocean—that record was with butter and the temperature ran from 20 degrees at the start down to 14 degrees by the time it reached the other side. We have records covering practically every shipment that has been made for the last 20 years. To illustrate I might mention that a few weeks ago I had a request from a firm in Vancouver who wanted to know the temperature at which a certain shipment of apples had been carried to New Zealand in 1916. I was able to turn up the records and give him a blue print of the chart showing the temperature all the way from Vancouver to New Zealand, because we have been putting these thermographs in the ships carrying fruit in refrigerated space from Vancouver to New Zealand and Australia.

I had perhaps better have started with the statement that the refrigerator car inspectors at Montreal and Toronto make reports of every car that comes in; they watch around the terminals and look into the ice bunkers to see what ice there is in each and if there is no ice in the bunker then the department is not liable for any deficit which may be on that car. We have the reports of the inspectors as a check against the railway companies' accounts when they come in. The conditions of the car, whether the drain pipes are in working order, and whether there is any water on the floor, are reported, and it has a good effect in toning up the service. We have a fairly complete record of a shipment of butter for export from the time it leaves the creamery until it is landed on the quay in the old country.

Before the Session closes, I hope there will be an opportunity of saying something about the dairy situation, in which I am really more interested than in cold storage.

Mr. REID, (Mackenzie): Would the Government retain any control of the prices which may be charged for supplies in cold storage plants that are bonused or subsidized?

Mr. RUDDICK: No, but the rates charged for storage are not legal unless they are approved by Order in Council. The chairman has suggested that something might be said with regard to the effect of cold storage on the cost to the consumer. That, of course, is a very big and difficult subject. Generally speaking, my idea is that the result of putting goods of seasonal production in cold storage is to equalize prices. It does increase the price during the period of production, and thus increases production,

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but keeps down the price during the period of non-production. I can remember the egg business before there was any cold storage. They were often sold at ten cents a dozen in the flush of production. Farmers will not produce eggs at that price. If it were not for the better market price which cold storage affords, the production would decrease, and we would pay more in winter than we do now. That would happen in all lines of produce which is of seasonal production. Without the market which the cold storage warehouse affords, the price would be so low as to discourage production, and it is the total quantity produced that is going to regulate the market more than anything else. We have very high prices for butter at the present time, and there is only one cure for that and that is more butter, and the only way to get it is to encourage farmers to produce it. On the continent of Europe, among the countries that exported butter before the war, there is a shortage that will amount to 500,000,000 pounds per year, and most of these countries are trying to buy butter. Butter has been shipped from Montreal to Denmark, and from Winnipeg to Sweden within the last three or four weeks. No butter is being shipped to the United Kingdom, because there the price is relatively lower and is controlled. The World's market is in continental Europe. This demand makes the market.

Mr. DENNIS: What price are the creameries getting for their butter now?

Mr. RUDDICK: I do not know exactly. The price changes every day. The latest quotation I saw was somewhere about 54 cents.

Mr. DENNIS: Do you expect this price is going to be maintained all through the summer?

Mr. RUDDICK: I cannot say. If I could tell you that I would not be here talking to you. I would be speculating in butter. I do not think anyone can tell you what is going to happen, but we know there is a great scarcity. That scarcity will be relieved to some extent during the coming summer. Denmark, under normal conditions, exported 200,000,000 pounds in a year, but is now buying butter. That is because they are not producing as much. The number of cows has decreased, and those that remain are not milking so well because they cannot get concentrates to feed them. Another reason is that people are not eating margarine in Denmark, and they have to eat butter.

Mr. REID (Mackenzie): Why not?

Mr. RUDDICK: They cannot get the raw material to make it.

The CHAIRMAN: It is currently reported that a great deal of cold storage is taken hold of by parties who want to corner the market. They go on the market when eggs are at their highest point of production, gather up all they can possibly get hold of, paying a good price for them then. When the time comes that no eggs are coming forward, they have control of the market and are able to ask any price they like. Is anything being done by the Government to make provision that these people shall not be allowed to do that?

Mr. RUDDICK: I do not think there is. I do not see how it is possible. I think there is a great deal of misconception and wrong thinking over this whole question. A good deal was said about the price of butter a few weeks ago and about cold storage. The question of cold storage should be kept entirely separate from this. There is constant confusion of mind in regard to this matter. The newspapers refer to cold storage companies when they are only talking of the trading in butter. In one of the recent reports there was said to be a little under 2,000,000 pounds of butter in store. That would be less than two weeks consumption in Canada, but that does not represent the stock of butter in Canada. There are at any time millions of pounds in the hands of traders, grocers and consumers, which has not been in cold storage. I do not suppose that 15 per cent of all the butter we produce goes into cold storage. The great bulk of the butter consumed in this country passes from the producer to the

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consumer through the retailer's hands. We make about 87,000,000 pounds of creamery butter, but we make far more dairy butter, and yet this is not controlled in any way by any operation of cold storage warehouse. I do not see how the storage of a few million pounds of butter during the period of excess production controls the market. It does not. Every pound of that butter is for sale at any time. Nobody is holding it back. Some have suggested that this butter should be forced out. Well, if you force it out, it would deteriorate and spoil. People do not need it, and we must carry a surplus for the period when consumption exceeds production.

Mr. DENNIS: What about fixing a maximum price for butter?

Mr. RUDDICK: We have to be guided by the world's market, or else there is no export trade. We can fix the local price, but if the local price were lower than the export price, how would you get your butter? If I were a butter merchant I would export my butter if the export price were high.

Mr. REID (Mackenzie): There was a time when butter was selling at 75 cents a pound, and good dairy butter was being traded in Saskatchewan at the rate of 40 cents a pound.

Mr. RUDDICK: There was never any justification for that price of 75 cents. It was fool headlines in the newspapers that put the price up to that figure. Everybody got excited and would go and grab the first butter they could see. The market is extremely sensitive at the present time, with a small quantity in reserve, and everybody wondering what is going to happen. Foolish scare headlines in the papers, and more or less talk and agitation by a very well-intentioned but misguided people, influence the price.

Mr. GLASS: My attention was drawn to this question some time ago, and I think I had some correspondence in reference to the practice of cold storage holding butter, even in the producing season, to a point where it deteriorates so much in value that it is not fit for table use. This butter is sold through the retailer to the consumer on the reputation of the brand which it bears. It is not fair to the producer of that butter that it should be held and put on the market in such a condition that it is not fit for use, and the reputation of the producer would be condemned by that proceeding. Is there any way to overcome that?

Mr. RUDDICK: There is no difficulty whatever about making butter which can be put in storage and kept a year without any deterioration whatever. With proper pasteurization you can make butter which, if it is good two weeks after it is made, will be just as good six months after. That is a very important point in connection with the storage of butter. Some butter does deteriorate. I had a box of butter which I received last fall, made in Alberta during the summer and kept in cold storage. It was put in the shed in my place in the country last fall, and was warmed up several times. We finished the last of it about a month ago, and I couldn't detect the slightest deterioration. That butter was properly made and pasteurized. This is forcing the creameries to adopt up-to-date methods.

Mr. THOMPSON (Qu'Appelle): Good butter will not deteriorate but inferior butter may?

Mr. RUDDICK: Yes. This is rather an unusual and exceptional time in regard to the butter market. Things are all at sixes and sevens. There is great variation in the price paid for butter in the country and in the towns and villages, but that matter should regulate itself under normal conditions, because it would be a very simple matter to ship the butter to the places where the high prices are charged. These differences which have occurred are purely due to local influences. The price which butter reached in Ottawa was never justified by market conditions.

Mr. BEST: Why should the Government not be able to do something to regulate the price so that the consumer could get his butter at a fair price? Butter was selling

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in Shelburne at twenty cents a pound when we had to pay 65 cents for it in other places in the country. I think this condition prevails nearly all the time.

Mr. RUDDICK: It is rather extraordinary if there was a discrepancy like that for a large quantity of butter, because if it were shipped from one centre to the other there would be good money in it. The retail price in England is 56 cents, and that price usually governs our price, but that, being the fixed price, is not the world's price at all. The world's price is fixed in continental Europe, and they are paying a good deal more than in England. England is getting 20,000 tons a year from Argentina at 34 cents per pound f.o.b. They have also bought the New Zealand output up to August, 1920, at a price which works out at about 38 cents.

The CHAIRMAN: You spoke of iced butter cars and car service. Could you give us an idea of the areas in which you were operating the iced butter cars?

Mr. RUDDICK: It was inaugurated first for the export trade, and the routes all centred at Montreal. During the years 1903 and 1904, when our butter exports were at the maximum, Montreal was the great market. When we began consuming more butter, owing to increased population, the exports fell off. Toronto became of more importance and the service was extended to that city. We had two services in Nova Scotia, one for butter and one for cheese. Nothing has been done out West, the situation is rather different there as regards the shipping of butter to market, because you do not require the pick up service to the same extent. Butter is accumulated in carloads and shipped to different points, and they do not require the special service as they do where small quantities of butter are shipped at different stations.

An hon. MEMBER: What are the future prospects that induce the wholesale cheese dealer to pay high prices in the country? What is the condition that induces people to pay extreme prices?

Mr. RUDDICK: There is not any likelihood of the fixed price being changed in England, because the Government have all the New Zealand cheese coming in, which they paid for at a certain price. There are two things operating at the present time. The control of cheese in Canada at a fixed price is removed, and the control in regard to importation in the United Kingdom is removed. Any importer in the Old Country can buy cheese anywhere, but has to sell it at a fixed price. Big firms over there who have not had enough cheese, have had to tell their customers that they could not supply it. Now that there is a chance of buying it they are not going to be placed in such a position. They must have it to keep up their reputations as purveyors who handle everything. The exporters in this country have been practically out of business for the last two years, but things are coming back to normal, and they are all jockeying for position. They think if they get a connection with the factories now they may be able to keep them throughout the season. We fully expected that this would happen. This is what goes on in the trade. It seems to me that the most serious aspect of the dairy market outlook is the lack of shipping. You cannot get space to-day.

An hon. MEMBER: What is the reason for banning the oleomargarine market? Is it to protect the butter market?

Mr. RUDDICK: I did not ban it. I do not know what Parliament had in mind when they passed the Act.

Mr. BOYCE: What is it made of?

Mr. RUDDICK: A great variety of oils and fats. You know what butter is made of, but when you come to oleomargarine you do not know what it is composed of. There are a great many different grades. The tendency at the present time is to use a larger proportion of what is known as vegetable oils, i.e., oils from nuts and seeds, and there is a considerable percentage of the margarine put on the market, not only

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on this continent but in England, which is made entirely from vegetable oils and butter. One of the chief objections to margarine is the unfair way in which the thing is put forward. In that connection I will show you an advertisement taken from one of the big London papers. I have heard complaints that the price of margarine is higher in Canada than in the old country. The reason is that there is just now a price-cutting war on over there. Here is an advertisement, stating that the margarine is made from "delicious milk, direct from the farm," Craig-Miller Diamond Brand, "Craig-Miller Creamery Company." They are masquerading under the description of good butter.

Mr. BOWMAN: That is not done in Canada.

Mr. RUDDICK: No. They are not as well posted here as the people in the old country. I do not say it has interfered with the price of butter, nor will it so long as we have a surplus for export. If we eat margarine we leave that much more butter to export. The increased quantity we will export in the near future will not affect the world's market, but it may some day. There is a large number of people in Canada who are just on the border of the dairy business. They are undecided as to whether they will engage in dairying or not. They are indifferent. The least thing will decide them one way or the other and this thing comes along. They hear it said it is opposed to dairying, and so they conclude they will not keep any cows. That is particularly true in the West. I am sure the introduction of oleomargarine will discourage the development of the dairying industry, and the introduction of margarine has not increased the total available supply of fats. If anything, it has decreased it. Then there is the difference in food value between margarine and butter. People tell you that oleomargarine has all the food values of butter. It has not. There is a fundamental difference, namely that butter contains an element which is absolutely necessary for the growth of young people and also for the optimum well-being of adults. That principle which is found in butter fat, and is not found in vegetable fats, is found in some other foods, so that we are not deprived of it altogether if we do not eat butter, but it is a very important consideration for the health of our young people, and even of adults. Those are the two considerations which seem to me worth while considering. It is said that oleomargarine did not interfere with dairy production in Denmark and other countries. The cases are not parallel. Denmark had fully developed her dairying before margarine was introduced. So had England. So had Holland. The dairying industry in Canada is not anything like fully developed. It is only beginning, and it is important that the dairying industry of this country should be developed. I think we should give consideration to these matters. There is no oleomargarine used in New Zealand, nor is there any used in Australia except for cooking purposes.

Mr. BOWMAN: Do you think it is possible to develop the dairying industry with oleomargarine as a competitor?

Mr. RUDDICK: I think it will stand in the way of development because it is felt to be a handicap.

Committee adjourned.

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GOVERNMENT TERMINAL ELEVATORS IN ONTARIO.

COMMITTEE ROOM No. 318,

HOUSE OF COMMONS,

OTTAWA, Wednesday, June 4, 1919.

The Select Standing Committee on Agriculture and Colonization met at 11 o'clock a.m., the Chairman, Mr. R. C. Henders, presiding.

The CHAIRMAN: The committee having disposed of its routine business is now prepared to take up the subject for consideration this morning "The necessity for Government Terminal Elevators in Ontario." I am very pleased that we have Mr. Clark, Seed Commissioner of the Department of Agriculture here to address us upon the subject and in this connection, I wish to express my appreciation of the fact that we have found that the officials of that department in connection with our work have extended their co-operation so freely and so heartily to this committee. The Department of Agriculture in all its branches has given us very great satisfaction in the way they have responded to any request we have made to them this year. I have great pleasure in introducing Mr. Clark who will speak to us upon the subject I mentioned in my opening remarks. I would like further to refer to the fact that Mr. Clark was able to secure the attendance of Mr. Hay, a grain dealer from Ontario, who has had a great deal of experience in handling grain from Ontario, and who will be able to show to the committee some of the practical advantages that may arise out of having a terminal elevator located at some central place in Ontario. We will be glad to call on Mr. Hay when Mr. Clark has finished his address. I have a request to make, you will I am sure, see the advisability of it, it is that Mr. Clarke be allowed to proceed with his address and if any question suggests itself to any member of the committee, that he will make a note of it and Mr. Clark will be glad to answer it afterwards. In that way the record will be much more intelligible and the story of what has been done, and what is proposed, will be told in more succinct form.

MR. GEORGE H. CLARK (Seed Commissioner, Department of Agriculture): Mr. Chairman and gentlemen,—I have been requested to make a statement and be examined respecting the needs of this service for central and western Ontario.

I have been very closely associated with the agricultural activities in the west of Canada during the last six or seven years, especially in relation to problems of seed and feed supply which could not have been handled nearly so successfully without the services of these interior terminal elevators located at Calgary, Moosejaw, and Saskatoon. During the last three years the Seed Purchasing Commission, which is in the nature of a division of the Seed Branch, has merchandized more than twelve million dollars' worth of seed and feed grain, largely through these interior terminal elevators. This work has given me some opportunity to study their value as a service to agriculture.

First, I would like to differentiate between what I consider to be the function of the interior terminal elevators as compared with that of the country elevators and the other large terminal elevators that are used principally for the storage of grain in transit. The principle of government ownership and government operation of elevators does not differ materially from the principle involved in the government ownership and operation of railways. The system of the service differs somewhat. Canadian Government elevators have been constructed and are in operation at Vancouver,

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Calgary, Saskatoon, Moosejaw, Transcona, Port Arthur, Port Colborne, Montreal and Quebec. Of these the interior terminal elevators at Calgary, Moosejaw, and Saskatoon are smaller in capacity and are equipped for giving a service differing somewhat from the service commonly provided in the larger elevators on the lake front and at ocean ports. The interior terminal elevators at the three points I have just named are well able to do what is commonly known as hospital work. That is necessary if a carload of grain arrives tough, damp, or wet, they are liable by a process of mechanical drying to put it in first-class condition for commerce. These elevators are fitted with efficient cleaning machinery for seed grain, and the one at Calgary is supplied with machines for cleaning timothy seed. They are equal to anything used in any seed cleaning plant in North America. Another matter which is of very great importance to the livestock industry is that they are fitted with large high power simplex grinders, so that it is possible now, and has been at any time during recent years, for a livestock feeder or livestock organization to buy feed grain or screenings of any kind which are stored in these elevators.

1. FOR ELEVATION, not otherwise specified, receiving, elevating, cleaning, spouting, insurance against fire, and storage for the first fifteen days,—one-half of one cent ($\frac{1}{2}$ c.) per bushel.
2. STORAGE, not otherwise specified, including insurance against fire for each succeeding day or part thereof, after the first fifteen (15),—one-thirtieth of one cent ($\frac{1}{30}$ c.) per bushel per day, or one-half of one cent ($\frac{1}{2}$ c.) per bushel for thirty days.
3. ON GRAIN carrying a return of other grain of commercial value, for first separation, computed on gross weight of car, an additional charge of one-half of one cent ($\frac{1}{2}$ c.) per bushel. For each subsequent separation, computed on balance for separation, a further charge of one-half of one cent ($\frac{1}{2}$ c.) per bushel. Special rates will be given for cleaning and sacking seed grain.
4. ON MIXED GRAINS handled as mixtures; receiving, elevating, spouting, insurance against fire and storage for the first fifteen days,—one-half of one cent ($\frac{1}{2}$ c.) per bushel.
5. ON MIXED GRAINS handled as mixtures; storage, including insurance against fire, for each succeeding day or part thereof, after the first fifteen days,—one-thirtieth of one cent ($\frac{1}{30}$ c.) per bushel per day, or one-half of one cent ($\frac{1}{2}$ c.) per bushel for thirty days.
6. ON WHEAT carrying a return of screenings, an additional cleaning charge of one-half of one cent ($\frac{1}{2}$ c.) per bushel.
7. ON TOUGH GRAIN, drying,—one and one-half cents ($1\frac{1}{2}$ c.) per bushel.
8. ON DAMP OR WET GRAIN, drying,—two and one-half cents ($2\frac{1}{2}$ c.) per bushel.
9. ON SCREENINGS: elevating, spouting, insurance against fire and storage for the first fifteen (15) days,—two cents (2c.) per hundred (100) pounds.
10. ON SCREENINGS, storage, including insurance against fire for each succeeding day or part thereof, after the first fifteen days,—one-tenth of one cent ($\frac{1}{10}$ c.) per hundred (100) pounds.
11. ON BULKHEADS, for their removal and other additional expense in handling and unloading car,—two dollars (\$2), for each bulkhead.
12. FOR PREPARING cars for flax shipment when paper is required,—one dollar (\$1) for each car.

This schedule was issued before the simplex grinders were established and I am not able to give you the charge for the grinding of grain. In the interior terminal elevators no one in connection with the elevator is allowed to be financially interested in any grain handled in that elevator. Any person therefore can have a reasonable assurance in sending his grain to an interior elevator owned and operated in this way, that his grain will not be mixed with some person else's grain, so that he may have a lower standard of grain delivered to him ultimately than the standard of the grain that he put in the elevator. That point is looked upon as being one of very great importance to the farmers and others who are using the interior terminal elevators. I might add that the interior terminal elevators are used mainly by farmers and small grain dealers who do not themselves own and operate elevators.

Although it may be said that except in times of very unusual trade conditions merchandising is not a proper function of a government, the establishment of these elevators and the service they have provided to agriculture and to commerce have shown that it is a proper function of the government to regulate trade, to provide facilities for the assembling, conditioning, grading as to quality, and also, through the Canadian

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National Railways, to transport farm produce for whoever may own it, all on the basis of service at cost, including interest on the capital invested in warehouses and equipment.

Produce that is prepared and graded for commerce by a staff who are operating under the direction of competent government officers rather than under the direction of persons who may stand to gain by depreciating the quality of any grade of grain or other commodity, commands the confidence of the public and therefore adds to the selling value of the produce. This has been observed in the handling of grain, particularly of seed grain through the Canadian Government elevators in the west of Canada. I believe the same principle and system would be practicable and equally effective as applied to most staple farm produce, including potatoes, apples and dairy products.

It is highly advisable, if not really necessary, to provide facilities so that the producers, either individually or collectively, may, if they believe they are not getting fair treatment from the middleman, continue to own their produce until it is conditioned and classified ready for sale, either in the domestic or the export market. With these facilities available to them the producers, either directly or through their co-operative organizations, soon become expert in determining whether it is to their advantage to sell to the local merchants or consign their produce to the central warehouse, or elevator, and sell the warehouse receipt therefore in the "call" market on the exchange.

CANADIAN GOVERNMENT ELEVATORS.

The Canadian Government interior terminal elevators in the west of Canada have handled a comparatively small proportion of the grain and seed produced in the areas they serve, but they have proven to be an effective regulator of trade conditions, and have been a reasonably profitable investment for the Government.

As soon as these elevators were built and in operation, grades for each of wheat, oats and barley, suitable for seed, were established, and seed inspectors were placed at each elevator. Any carload of grain arriving at any of these elevators between the time of harvest and the next seeding, if found sufficiently clean and otherwise suitable for seed, is given an intake seed certificate attached to the official grain inspection certificate, and the car is binned together with others of the same grade of seed. The person who owns the grain, whether farmer or merchant, has the advantage of whatever extra price he may be able to get because of the seed certificate. Ex-elevator seed certificates will, however, not be issued unless the seed grain for which the intake seed certificates are issued is re-cleaned to conform with the standards defined by Order in Council under the Seed Control Act. During the past four years this service at the Canadian Government interior terminal elevators has been provided free of charge both to the Seed Purchasing Commission, and to private seed grain merchants.

In these Canadian Government elevators our seed inspectors may secure the adjustment of a cleaning machine so that it will do work to meet their requirements, and then leave it for hours to proceed with other work, and be reasonably certain that it will not be altered in their absence, because the elevator superintendent and his staff would not obtain any financial gain from changing the machine so that the wastage in re-cleaning would be reduced. We have had occasion to place experienced seed inspectors at a few well equipped private elevators, with the result that I consider it not altogether reasonable to expect any seed inspector to assume responsibility for maintaining a high standard of quality in the cleaning of seed in machines that are operated under the direction of the man who owns the grain. The Seed Purchasing Commission alone has merchandised more than ten million dollars' worth of seed grain through these interior terminal elevators during the last three years, and we have no serious complaints about the quality of the seed supplied from them.

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Northern-grown seeds of all kinds of crops are very much in favour in the states to the south. The Seed Purchasing Commission during the last few years, acting in co-operation with the Seed Stocks Committee of the United States, supplied large quantities of our Marquis seed wheat and Alberta white oats for planting in the northern states. This market for northern-grown seed is well worth further developing. Merchandising seed supplies through these interior terminal elevators is a very simple matter and highly satisfactory both to the seller and buyer, inasmuch as the seeds are prepared, graded and weighed out by non-interested officers of the Government. When delivery consists of bill of lading, official weight certificate, official inspection certificate, and sight draft for payment, the only "come back" is for more of the same goods.

TIMOTHY SEED AT CALGARY ELEVATOR.

Now I want (this morning) to say something of what we have been doing (at Calgary) respecting the production of timothy seed in Alberta, and in endeavouring gradually to build up a substantial new industry in Western Canada. Before the war Canada was importing from the United States about two-thirds of our requirements of timothy seed, amounting to about 250,000 bushels per year. The Chicago market is the largest in the world for timothy seed. I understand from the statistics that Iowa alone produces more than 1,000,000 to 2,000,000 bushels of timothy seed in the average year. We have learned from our own observation over a period of years that the province of Alberta could grow a much better quality of seed than they could grow in the states to the south. At the commencement of the war it was difficult to know as a result of import and export embargoes, we would be able to import the timothy seed we might require. So we started to encourage the farmers of Alberta to increase their acreage in order to produce a larger part of our supplies. Alberta had previously imported her timothy seed from the middle western states, where it is grown on land having a selling value ranging from seventy-five to one hundred and fifty dollars per acre.

From the crop of 1915 Alberta had sufficient timothy seed for her own use, and nine carloads to spare. The growers received from four to six cents a pound for seed that required not more than seven per cent wastage in cleaning. That seed was ultimately sold to the farmers of Ontario at from 16 to 20 cents per pound in the spring of 1916. The growers then asked for the service of the Canadian Government elevator at Calgary where the seed is received in sacks, several farmers' lots being in the same car. The seed is emptied from the sacks, and the sacks returned to the owner. The seed is then weighed, cleaned, graded and reweighed, and a warehouse receipt is sent to the owner showing the net weight and grade of his re-cleaned seed in store in the elevator. For this service the farmers are charged ten cents per hundred pounds. The farmers turn in their warehouse receipts to the selling agent of their co-operative organizations, who sold, from the 1916 crop, forty-three carloads of timothy seed at a price ranging from fifteen to twenty-five cents per hundred pounds, on track at Calgary, more than the price of the same grade of seed on track at Chicago, which is the largest timothy seed market of the world.

That was due in large part to the superior quality of the seed, (the additional cost of the freight was neutralized by the duty). I may add here that while the freight on flax seed or on flour in sacks from Calgary to Montreal or Toronto was 44 cents per hundredweight, the railways maintained a class rate on timothy seed of \$1.26 per hundredweight. I felt that was a little bit hard on the timothy seed growers but the argument was advanced that they could carry it inasmuch as the 17½ per cent duty protected them.

Mr. ARMSTRONG (Lambton): May I ask if that was all rail?

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Mr. CLARK: All rail through to Montreal or Toronto.

Mr. ARMSTRONG: Could it not be carried as well by rail and water?

Mr. CLARK: Yes, it would come in sacks and would be just about the same as the freighting of flour in sacks.

Present advices are that Alberta may this year have a surplus of 75 carloads of timothy seed, and I anticipate in the near future we will be producing for export a half million bushels of the best quality timothy seed to be found in the world. I mention this development in Alberta to illustrate that with proper facilities made available for the assembling, preparing for market, and officially grading produce as to quality, a basis has been laid for merchandising and avenues opened up for development in many lines that will beget confidence and courage among the farmers, and without causing undue hardship to the middleman. It is rather a benefit to middlemen because it helps to make them more efficient.

SERVICE TO LIVESTOCK FEEDERS.

The livestock feeders of Eastern Canada are dependent to a large extent on feed manufacturers, and have no little difficulty in getting concentrated feeding stuffs of a quality to meet their requirements, and at prices that are as reasonable as they should be. The interior terminal elevators in the west of Canada are equipped with large high-power Simplex grinders, and livestock feeders, either directly or through their co-operative associations, are able to buy warehouse receipts for various kinds of feed grains and screenings, have them recleaned if they so desire, and then blended, ground and sacked as they may direct, and without any occasion for suspecting that they may not get precisely what they pay for in point of both feed grain and service. If the livestock feeders of Ontario were in a position to secure a similar service from a centrally located terminal elevator in their own province, it would materially reduce their cost of production of milk and meat.

AGRICULTURE IN ONTARIO.

Let us consider briefly some of the conditions of agriculture in central and western Ontario, and then endeavour to come to some conclusion as to whether one of these interior terminal elevators might be of service in the improvement of those conditions.

It is common knowledge to all that during the last twenty years there has been a pronounced movement of the people from the farms of Ontario to the cities. That movement has never been more pronounced than during the past five years, and, until the recent industrial disturbance at least, the inclination of the people to leave the farms and take employment in cities continued. There are throughout central and western Ontario thousands of farms that may be purchased at actually less than the present cost of constructing the buildings and other improvements on them. From a great deal of data available, some of which may not be considered as quite accurate, I have reason to believe that prior to the commencement of the war, capital invested in agriculture in the province of Ontario was yielding less than three per cent in addition to a very modest living for a farmer and his family, all of whom might be employed in productive work on the farm. There is now more reliable evidence obtained by the Provincial Department of Agriculture through their farm surveys in a few of the best farming districts in the province of Ontario, which show that even in these war times with bonanza prices, the Ontario farmers on the average are not able to get much beyond five per cent on their capital invested. There are perhaps very few people living in cities and not understanding agriculture, who will believe this

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condition to be possible. Nevertheless, those who know agriculture must admit that the results of those farm surveys fairly accurately represent the actual economic condition of agriculture.

There can be nothing of greater importance to Canada in her present condition of unrest than to make agriculture in point of economics more attractive to the people who are contemplating leaving the farms, and also to those who have left the farm and are employed in cities. Ways and means ought to be found to raise the interest to be derived from capital invested in farming to seven per cent, so that young men, well experienced in agriculture but with limited capital, may not turn away from a farm with a heavy mortgage.

The prices received by farmers from practically all staple farm products are based in the main on the "call" market for export demand. Although there may be a surplus of not more than ten per cent for export, the prices for all the farmer has to sell are determined by the export demand, and against the full sweep of international competition. It has been somewhat unfortunate that the cost of production to the farmer has materially increased, particularly during recent years.

The extension of a well organized system of agriculture credits, which might provide capital for agriculture either for long or short term loans at one per cent less than the current rates of interest, would help very materially toward the desired end.

Another one per cent gain to farmers in central and western Ontario on capital invested in agriculture might quite easily be obtained by improving market facilities, and I would recommend for the earnest consideration of this committee the advisability of the adoption of the system and principle that has worked out so successfully in the interior terminal elevators in the west of Canada, and extend it also to handle other staple farm products, including potatoes, apples and dairy produce.

In years of surplus grain crop in the province of Ontario the harbour elevator at Montreal is used a great deal by Western Ontario shippers. When forwarded for storage at Montreal, western Ontario grain is no longer available for three important markets, i.e., the domestic market, the American market, and the market on the Mediterranean ports. There are few ships plying between Canadian Atlantic ports and the Mediterranean. The American and Mediterranean markets are important for peas, beans, barley and seed supplies.

QUANTITY OF GRAIN PRODUCED.

The province of Ontario now produces 5.2 per cent of the wheat, 15.1 per cent of the barley, and 20.2 per cent of the oats raised in Canada. The total grain crop of Ontario for 1918 was approximately 225,000,000 bushels, made up as follows—I am quoting from the *Monthly Bulletin of Agricultural Statistics* for January, 1919, published by the Department of Trade and Commerce:—

Ontario—	Bushels.	Ontario—	Bushels.
Wheat.. . . .	15,241,000	Beans.. . . .	1,387,800
Oats	131,752,600	Buckwheat.. . . .	4,598,000
Barley.. . . .	24,247,700	Mixed grains.. . . .	27,462,400
Rye.. . . .	1,813,000	Flax.. . . .	196,200
Peas	2,381,000	Corn for husking.. . . .	13,015,200

The western provinces have facilities for a total of 115,000,000 bushels of grain at country elevators and 11,500,000 in interior terminal elevators.

The province of Ontario has facilities for only 40,000 bushels in country elevators, 1,700,000 bushels in milling elevators, a very large capacity of elevators on the lake ports which are virtually available only to western grain, and no public interior terminal available for the assembling and marketing of the Ontario crops.

The marketing of grain in the province of Ontario is conducted largely on the basis of samples submitted. The ability of a grain merchant to market to advantage

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depends in part upon his trade connections and his business and financial reputation. Very few of the producers, either individually or co-operatively, are able to market their own surplus grain and seeds to advantage, and in the absence of a firm basis for merchandising, such as are enjoyed by the farmers of the west of Canada, the Ontario farmers are in real need of a small army of middlemen who will market their surplus produce for them. In consequence the spread in price between what the farmer receives and what the local grain buyer receives commonly amounts to from five to ten cents per bushel, and what the wholesale buyer receives for export to as much as twelve cents per bushel in a steady market, which spread in price amounts to three or four times as much as it cost the farmer in the west of Canada to market his grain in relation to the export market values. Mr. Hay can give you very good reasons why in the province of Ontario under the present facilities for marketing it is really necessary for the middleman handling the produce of the farmers, to have a wider margin than the grain dealers in Western Canada.

THE CONDITIONING OF GRAIN.

Because of climatic conditions it frequently happens in Eastern Canada that crops have to be harvested in a moist condition. Moist grain will keep fairly well while the weather continues cold, but should be dried to about 14 per cent of moisture before being exposed to warm weather. The losses due to the marketing of grain in a tough condition are large in the aggregate. It would be very helpful, both to the farmers and local grain dealers in central and western Ontario, to have conveniently available to them a public elevator where they could consign their grain to be dried, cleaned, graded and stored at cost. Under present conditions the risk involved on the part of local grain merchants in buying grain that is tough, is such that they must take a wide margin of profit to cover the losses due to occasional car lots heating before they can secure a market for them. The merchandising of tough grain of any kind is a precarious business that always bristles with difficulties.

The 1918 bean crop of the province of Ontario amounted to 1,387,800 bushels valued at \$4.66 per bushel, making a total value of \$6,476,400. The beans were harvested in a moist condition. It is known that a considerable part of those beans are still in farmers' hands, and without proper facilities for drying them the losses will naturally tend to a pronounced discouragement among bean growers. I venture the prediction that the area planted to beans in the province of Ontario this year will be the smallest in the history of the province. There can be no reasonable doubt that if these beans had been assembled, dried, recleaned and graded as to quality they could have been marketed, either by the farmers' co-operatives or bean merchants. Export buyers, however, could not consider the purchase of small lots of beans scattered over the country, of varying conditions of quality, and generally known to contain upwards of 17 per cent of moisture. This unfortunate condition which applied last year to beans may apply this year to fall wheat, and next year to oats, barley or peas.

Because of the destructive effects of the pea and bean weevil throughout the warmer climates to the south, supplies of peas and beans are grown largely in areas where the winter temperatures destroy these weevils. We ought, therefore, to provide facilities that would enable our farmers to take advantage of this situation. The province of Ontario ought to be able to produce peas and beans of a quality and in a quantity equal to that of the states of Michigan and Wisconsin.

In recent years the province of Ontario produced about sufficient wheat for home consumption. There is no good reason why the acreage of wheat in Ontario may not be doubled if a reasonably profitable market for export, with proper facilities for marketing, are provided.

We used to say and sometimes still say that our Toronto market controls the world's prices for alsike clover seed. We export very largely too of red clover seed.

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With a well equipped and well manned interior terminal elevator located in central Ontario, the co-operative farmers and seed merchants, working in wholesome competition, will very soon double the clover seed output from the province, simply because export demand is strong for seed supplies that are available on the business basis of the interior terminal elevators.

I think that many questions which would naturally occur to you gentlemen could be answered to better advantage by a man who has been thirty years or more in the grain business, dealing with the farmers direct, and I would suggest the advisability of having a statement from Mr. Hay.

Mr. BEST: Do I understand you to say that there was double or three times the spread between what the producer got and the selling price of grain?

Mr. CLARK: Yes, between what the producer receives in Eastern Canada and the export selling price as compared with those prices in Western Canada. There are some reasons for that.

Mr. BEST: Will you tell us why it is that the farmers of Ontario do not generally make as big a noise about a matter of this kind as the western farmers, the price they are getting and the price which they sell at?

Mr. CLARK: The farmers of Ontario have not all their eggs in one basket.

The CHAIRMAN: I think the committee would like to hear from Mr. Hay.

Mr. HAY: I know that you gentlemen desire to hear from the commercial side of this elevator proposition. I am reminded of my early experience when I came here from my home town, Listowel, to ask the late James Sutherland, who was then Minister of Public Works, to erect a public building in Listowel. I came down here loaded with the commercial proposition, and pointed out that the amount of rental they were paying for the post office, customs house and inland revenue building was excessive. I recall that it was on a Sunday morning, and Mr. Sutherland was just shaving. He said go on and tell your story, and I began: "You are expending so much money for rental for various public offices, and if you erected a building you would save all this." He said, "Do not tell me anything about it as a business proposition, but if there is anything to be said about it politically, tell me that part of it." I know that that kind of thing does not obtain now, because we have had a change.

In Ontario we have been engaged in the merchandising of grain and would probably be classed as a middleman. We are buying grain from the farmers and have been for many years. We buy as cheaply as we can and sell as dear as we can. That is a fair commercial proposition. You will require to determine, if a recommendation is coming from your committee, if there is a probability of this venture being commercially of advantage to the farming and consuming community in Ontario. Mr. Clark has told you that in the province of Ontario we have not what could be termed a public storage elevator, exclusive of course of the terminal elevators at Goderich and Port McNichol, and those were used, as you will know, from the geographical location of them, wholly for grain in transit. There is a public warehouse man, I believe, in Toronto now, Mr. Campbell, but his plant is attached, of course, to his flouring mill, and while there can be no reflection upon that organization as a public storage corporation, yet we all know that a Government certificate for grain storage or for other commodities is at least beyond question.

The farmers growing grain in Ontario have cultivated the different grains from time to time. In and about my own home town, Listowel, we were very largely, a number of years ago, known as a flax-growing section. We drifted then largely to peas, then to barley, and now very largely to oats. But the trade channels change and a campaign is now being put on in this connection and a great deal of advance with the farmers is being made. They are being encouraged

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and are taking hold of the question of again going into the planting of flax. And I think that although our flax mills have been out of commission for a number of years one will be erected there this year.

The question of an elevator from a commercial view point is one of course that one must examine into carefully with a view to ascertaining what the results would be. We do know that many years ago the then Minister of Public Works built a very large terminal elevator, practically on his own initiative, at Port Colborne, and a great deal of adverse comment was hurled at that minister at the time throughout this whole province, but I understand that the elevator has been a commercial asset as far as producing revenue to the Government is concerned. It was held, of course, that the ships from the head of the lakes to tide water would relieve themselves of a part of their load. However that is true for the present, but whether or not that will always be true we cannot say, because vessels of heavier draught may later be enabled to go through to tide water without relieving themselves of part of their cargo. But around that elevator has sprung up another industry, and it is altogether likely that a similar result would be produced by the erection of these terminal elevators in the province of Ontario. I do not live in Toronto, but it seems to me that is the logical location for the elevator because it is on the direct run to the seaboard.

The establishment of that elevator would naturally be detrimental, so far as my business is concerned, but I think that it would be beneficial to the farmer. The farm movement is growing, there is a greater desire that one, two or three farmers should club together and load a carload of grain, but the difficulty they have been labouring under in the province of Ontario is, there has been no public outlet for that grain. They must sell it to me or to some other local dealer because there is no public storage they can go to where it can be graded and weighed and where they can sell at their leisure.

The question of the treatment of grain is a very serious one in many seasons. While we have a lot of sound grain sometimes there is a very great deal of damp grain and unless we have facilities for treating that grain properly, it results in a very serious loss being inflicted upon us. I might relate a personal experience: We had during the last two months two carloads of buckwheat shipped to us from near Goderich. We were shipping that buckwheat to a little station in New York state, and the grain was held, just outside of Hamilton, where it was graded and rejected. Well, with only a few days to deliver this grain, we had no chance to take it to the elevators in Buffalo where it could have been brought into condition for sale. Had there been a terminal elevator in Toronto then we could within two or three days have taken that grain into the elevator, fanned it and shipped it out on our contract. Without this elevator the result was that only yesterday we succeeded in selling that buckwheat with a loss of \$1,600 on the two cars. The farmers who sold us that buckwheat got the full market value of it at the time but our memory for losses is very long and when we buy buckwheat another year we will buy it at a price that will at least give us some protection. The market condition was such that it entailed a very heavy loss, as under the circumstances we could not make a second tender or deliver within the time which we had to deliver it in Albany.

Then we will meet with the condition where we may take an order for 50,000 or 100,000 bushels of grain for export from a man very quickly should he have it of a certain grade, but we find very often we can load up say 25 carloads of oats, barley or whatever grain we have to sell and if we can let it run to the seaboard it is all right, but very frequently we have adverse circumstances to contend with. You all know that much of our grain for the export trade goes to New York and it is held at the frontier, at Niagara Falls. There is one other condition; the elevators have only a limited space for Canadian grain in New York, so that it often happens they will accept one, two or three cars as the case may be of number two which is the usual trading grade, but if we have as we some-

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times do, a car that will only grade rejected because it is slightly musty or damp, there is nothing else for us to do but to divert that car to some local point and find for it immediately a local customer, which means a sacrifice because we are mostly human and we all take advantage of every situation which may occur to enable us to buy as cheaply as we can. But if there were a public terminal elevator at some central point in the province of Ontario we could divert that car to that point for treatment, and would thereby be enabled to bring the loss at least to a minimum. That happens quite as readily with an advancing market as with a declining market, because as the market may be declining your buyer will not allow you to make a second tender while if it is advancing the seller will have to make delivery. I think a government public elevator in the province of Ontario would bring about such a beneficial condition of affairs for the grower that it would make him absolutely independent of the middleman or the dealer. The suggestion is often made that we do not at all times pay the market price; I submit that is not correct, notwithstanding the adverse opinion that may be expressed, but I am free to admit that all government departments are usually technically right but commercially they are very often wrong. We must recollect that with regard to the price of wheat, we are restricted to a profit of five cents a bushel which I think hardly pays us, because before we can accumulate a sufficient number of bushels our overhead charges have taken up all the profit. However, the spread of price, whether five cents or ten cents, is largely a question of location.

Sometimes at the smaller stations if a man were to get grain for half what it is worth he would not get very much profit during the year because of the small quantity which he would be able to buy. Take my own home town, Listowel, for instance, where we would in former years take from the farmer 150,000 bushels of barley in an ordinarily good season, that has dwindled down now to 25,000 or 30,000 bushels of oats and perhaps ten thousand bushels of barley. We all know the farmer has not been getting from the ground nearly what he should have been getting from it, but we are all hoping that his anticipations of an improvement are near realization. We have been led to believe that by the depletion of labour we are not able to produce so much now as we might have done, but we have found, and the farmer has realized, that by a little extra effort on the farm there can be produced more with his reduced help than was formerly produced and we are glad for that fact.

I have nothing further to suggest except that I believe a government-owned elevator operated as a government proposition will ultimately be profitable to the whole community. It will make, if it is centrally located, a central distributing point for the buying and the consuming portion of the province of Ontario. There are only two places now where grain can be brought either by water or by rail and stored, and they are not central, at Goderich and Port McNichol. With a large elevator with facilities for taking in the early fall the grain for domestic trade distribution to the interior of Ontario I cannot help but think as a commercial proposition it would finally provide a good return on the amount invested. My mind drifts entirely to the question of grain such as we are dealing in nowadays, but there are wonderful possibilities in the development around a Government elevator of various profitable propositions of one kind and another which I think would only be located there because of the storage facilities which are afforded. The different enterprises that Mr. Clark has referred to depend upon the creation of the necessary facilities. We have now no public elevator in the province of Ontario to which a man can send a car of grain and get an official weight certificate, grain inspectors certificate of grade and warehouse receipt for the delivery of the same. We cannot sell our grain to best advantage until we can get a certificate of inspection which is attached to delivery documents in the regular way.

The farmers in the province of Ontario without any fault-finding with the better conditions in the West, they are worthy of every expenditure the Government has

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made upon them, think we ought to have equal consideration and facilities to take care of our grain instead of depending on the middleman, as we now have to, because we have no facilities for taking care of it until the time we desire to sell it.

There is, I think, no fault being found by the farmer with the grain dealer in the province of Ontario. I think they are all fairly honest men dealing in a commercial way, but the providing of these facilities will, I believe, be the commencement of a movement that will gain momentum and bring about a better feeling among the farmers when the Government can say to them "There are your facilities, there is a place to which you can ship your grain and leave it there until you find it more convenient to sell it."

Mr. BEST: When you are considering the railway facilities for western and central Ontario would it be asking too much to ask your reasons for locating the elevator in Toronto? I am not saying this because I want it located in Toronto, but I thought we ought to have your opinion as to where the best place would be to suit the people of the province of Ontario generally. That is my opinion, but I thought that you, as a middleman, would have a better opinion on the matter than I would.

Mr. HAY: Mr. Chairman, we all realize that there are certain centres, there are insurance centres, banking centres, grain centres. There is a grain centre in Chicago and there is another one in Winnipeg, and I lean to the opinion that the grain centre for the province of Ontario is in Toronto. Another point that would serve as a guide in coming to a conclusion on the question is the railway facilities. There is no other commodity that may be centralized more readily than grain and I think, personally, that Listowel would be the best place were it not a little far inland, therefore I think Toronto would be the best locality.

Mr. ARMSTRONG: Might I ask if the gentleman can give us some idea as to the cost of operating government owned elevators, and whether they are on a paying basis at the present time, and where located.

Mr. CLARK: I would suggest that if you desire to get that information it would be better to get it from the Department of Trade and Commerce. They have all the statistics upon which to base the information. I understand that the new elevator at Vancouver, for the reason that there is no tonnage coming in there, is not on a paying basis. The elevators at Calgary, Moosejaw, Saskatoon and Port Arthur are on a paying basis including interest on the capital invested. The elevators at Transcona and the one at Port Colborne are, I believe, under the Department of Railways and Canals; they are transit elevators, really a special type of freight shed for grain. The elevators at Montreal and Quebec city come under the Department of Marine and Fisheries, and are under the control of the Harbour Commissioners of those ports. I do not know what they are paying, but I have reason to believe that the revenue from these elevators is sufficient to pay all the expenses and interest on the capital invested and leave a surplus to conduct the work in the harbours. I have been in these elevators occasionally during these last two or three years, and I have sometimes thought it was unfortunate that these elevators were not under the control of the Board of Grain Commissioners.

I think perhaps it would not be quite proper for me to discuss that subject here, except to say that we have found that the Board of Grain Commissioners have been unusually sympathetic when we approached them with a proposition such as we have in the province of Quebec. It takes a good many years to work up to a good basis for export of farm produce, and it is nearly six years ago that we started in the province of Quebec the production of red clover seed. The Provincial Government spent a good deal of money in the purchasing of clover seed threshers and put one in each county. If we had at a central point in Quebec facilities for assembling, cleaning, grading and making red clover seed ready for commerce, either for home consumption or export, I believe we could go ahead pretty rapidly in the development of clover seed

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production. If the elevators in Quebec city were under the control of the Grain Commissioners, even though it might not for the first year or two be profitable to put in the equipment for the handling of clover seed, they would not hesitate to take action, because looking to the future they would recognize the benefit to agriculture and that ultimately the installation would result in a paying basis for the elevator. From the viewpoint of the Harbour Commissioners, those elevators bring ships to the port, and perhaps they are not so much concerned as to whether the grain in those elevators is produced in Canada or produced elsewhere. They are excellent elevators. The superintendents at Montreal and Quebec are both competent men, but the Harbour Commissioners naturally do not concern themselves with the development of agriculture as much as we could desire.

Mr. McISAACS: To-day's discussion is important, I am sure, but it does not affect my province. I wish to bring before the committee a small matter and ask the Seed Commissioner a question. The meetings of the Agricultural Committee this session and last session, so far as I have gathered, have been taken up with discussion of the agricultural conditions in the west and in Ontario, and to-day the question is pretty well confined to the matter of elevator facilities in Ontario. That is an important question and quite a proper matter for special discussion. In the province from which I come we have no elevators. I do not know whether or not we may yet have one or more, but it will be some distance in the future at any rate. We are a progressive agricultural province. I think that fact could be borne out by any officials of the Department of Agriculture who have visited that province and participated in the proceedings of the Agricultural Association. Complaint is made of late years, and especially at the present time, that the clover and timothy seed coming to Prince Edward Island, from Ontario I presume, is nearly all extremely dirty, and the farmers are all complaining that as a result of sowing these seeds their farms have become covered with weeds. That is not a proper condition, and it is an important circumstance, and I would like to ask the Seed Commissioner what supervision is exercised by him or by the official designated for that purpose, that pure and clean seed is transmitted from one province to another for the purpose of agriculture. It is of the utmost importance, as any one will readily understand, that we should have the best and cleanest seeds, and it is the greatest possible misfortune that our farms should become filled with weeds in consequence of the quality of seed imported into our province.

Mr. CLARK: All timothy, alsike, red clover and alfalfa when sold in Canada for seeding must be graded either extra No. 1, No. 1, No. 2, or No. 3. We in Canada have the reputation in other countries of having the most efficient system of seed control of any country in the world. The grading of those seeds is based on control samples. A farmer or dealer may have a quantity of these seed. He draws his own sample. We call that a control sample. It is filed in the seed laboratory which has control of the district in which he lives. The sample is tested, graded, and a seed certificate issued based on the sample, and the sample is put on file and kept there for six months. The seed is merchandized under the test number of the original certificate. The men who are retailing the seed, never know the hour when the Seed Inspector is coming into their store. The Seed Inspector can determine whether seed that is offered for sale under grade No. 1 is of inferior quality. His first action would be to call the seller and secure from him his authority for grading the seed No. 1. The local merchant commonly produces the invoice and other information, that he obtained from the dealer from whom he obtained the seed. The Inspector may draw a sample of the seed in dispute and sends it into a laboratory together with certificate number. The seed is then put on the grading table along with the control sample. We have had a few instances where wholesale seed dealers would send into our laboratory a sample of really good seed, and get a number one certificate on it, and then proceed to use the

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certificate number to merchandise an inferior quality of seed, but we have yet to find anyone who would care to try that game twice. The fine is small, but there are few seed merchants who care to be summoned into court in the district in which they live for jumping the grade in selling grass or clover seed.

In the interior terminal elevators the system is different. We have an inspector at the elevator who takes direct responsibility for the inspection of the seed in process of sacking. That is a more reliable basis, and it is because of that more reliable basis that dealers in Eastern Canada will pay more for their timothy seed inspected out of the Calgary elevator than for seed that is certified on the sample basis.

Mr. McISAAC: Have you any remedy to suggest for the grievance I have mentioned?

Mr. CLARK: Of the total quantity of seed produced in Canada—I am speaking of grass and clover seeds, clover in particular in Eastern Canada—not more than about 50 per cent in the average year may be cleaned to grade as No. 1. Unfortunately in some districts the farmers, of their own volition, because the seed is offered at a lower price, will buy the No. 3 grade instead of No. 1.

But I venture the opinion that most of the weed growth in Prince Edward Island is a legacy from the period prior to the passing of the Seed Control Act, when the inferior seed from Ontario was largely distributed in the Maritime Provinces. Investigations carried on by our Seed Branch have established quite clearly that weed seeds remain in the soil for years retaining their vitality and germinate with subsequent cultivation of the soil. The long rotation of crops practiced in Prince Edward Island coupled with the great decline of the sheep industry until the last few years, might explain the prevalence of weeds in that province. Our inspection records of recent years show that the farmers of Prince Edward Island are quite generally purchasing the higher grades of seed.

Mr. GLASS: With regard to the policy which has been so ably suggested by Mr. Clark, the establishment of proper elevators where the seed can be taken care of under the control of the Government, ample provision has apparently been made for the West; and I am sure that the western members, knowing the immense advantage to themselves in having these facilities will appreciate the representations for the very great need of action for the province of Ontario. I come from a district in southwestern Ontario where the larger portion of the beans grown in the year 1917 was produced, and where an enormous amount of the crop was unavailable for the market by reason of the very conditions which Mr. Clark says we lack, proper facilities for cleaning, grading, and drying these beans. The loss to that section of Ontario was immense, not less than \$3,000,000 for the year. I think that in view of the large amount of seed grains that are grown in the province the need for facilities along the line suggested by Mr. Clark, is very great, and I think that this committee should take immediate action to bring the matter to the attention of the Government. While I am on my feet, I may draw attention to a very important and growing seed production, that is the fibre flax seed. There was produced last year 196,000 bushels, a large proportion of which was sold to the British Government at something over eight dollars a bushel. That seed to-day is being put on the British market at \$16 a bushel, or about £10 a sack for the growers in Ireland and Great Britain. There certainly seems to be a large spread between the price which the farmer obtained here and the price that is being realized, though that might be due to conditions which could not be controlled some months ago. I hope that before this meeting closes, we will have an opportunity of hearing Mr. Grisdale on this subject. We sent over a large quantity of our fibre seed, and would be glad to know how it was received in Britain, and what success it had on the British market. I presumed it was considered a very good seed when it

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was put out at the price I have mentioned. I believe we have established a reputation in that market which is going to be of great value in that part of Ontario where the flax fibre seed is produced. The flax growers of Ireland and Great Britain do not grow any seed. They do not take any seed from their crops with which to grow future crops. The seed they require has to be obtained every year from outside sources. Ontario seed has obtained an enviable reputation in that market, and it is absolutely necessary that this flax seed should be taken care of under Government direction, properly cleaned, and put on that market in a condition that would bring no blot upon the reputation which Ontario has already established. I move that a committee consisting of Mr. Grisdale, Mr. Clark, the chairman of this committee, Mr. Best, Mr. Bowman, Mr. Armstrong and Mr. Brien be appointed to draw up a resolution and bring it before the next meeting recommending that the Government take immediate action and that a proper sum be set aside in the estimates with the view of establishing a terminal elevator in Ontario.

• Mr. ANDERSON: I beg to second the motion. I understood some time ago that it was the intention of the Government this session to bring down a certain amount in the estimates for the erection of an elevator at Toronto. I am satisfied that the farmers in the section from which I come fully expected that such a measure would be taken this session. If there is anything this committee can do with regard to impressing upon the Government the necessity for such action, the committee should do it. I would like to ask Mr. Clark what is being done with regard to the control of seeds sold to local merchants by the farmers themselves. The farmers sell their seeds I think to the local seed merchants, and I believe the seed merchants sell them out again. Possibly some of the seed that goes to Prince Edward Island has been from such sources and is not under the inspection by the Government.

The CHAIRMAN: Before Mr. Clark answers that question, perhaps Mr. Grisdale has something to say in reply to the question that was put to him a few moments ago.

Mr. GRISDALE: The question under discussion to-day is one of the most important connected with the agriculture of Ontario. I think Mr. Hay dealt with the commercial side of it very effectively and showed conclusively that an elevator would be of tremendous advantage to the farmers of Ontario. I think that Mr. Clark brought out some points of great value also in connection with the seed trade. The fact that the Dominion lying to the north of the United States puts us in a position to produce great varieties of seed that are superior in quality, superior indeed in every way to what they usually produce in the United States, and that gives us a standing in the markets of that country that might be developed to untold dimensions if we are in a position to take advantage of it, and the erection of such an elevator as is contemplated in Toronto should be advocated along these lines. We in Ontario are producing different crops to what might be called in a general way the grain producing part, while we have here all the livestock and more than enough to consume all the grain produced, any surplus on the individual farm can be put on the market and in my opinion could be made of such a character as to demand a great deal higher price. It is a certain fact, and an agreeable fact, that the farmers of Ontario and Quebec can find a market almost invariably for every kind of grain.

Mr. Glass has referred to the flax-seed business which was started about three years ago in western Ontario and as you are all aware the full quantity of seed was commandeered last fall by the Canadian Government for the Imperial Government. That Government needed it for the crop in Ireland last year. The price paid was \$8.35 per bushel, and, as Mr. Glass has said, it was sold for somewhere around \$16 a bushel in the old land. As I had to do with the handling of this flaxseed, unfortunately for

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me, I wish to say that we did not make a margin here. We paid \$8.35 for it, and we got \$8.35 for it plus the actual expenses. The seed all went to the old country, and that is where the margin was made. I do not think I am butting in, but for instance I have seen it said in the various trade journals, and I have heard it from the people in Ireland, that the dealer over there got one dollar per sack for just letting them go into his storehouse and giving it out again without any effort at all on his part, he did not have to look for the customers, but that was his margin and there were two or three other margins quite as great. So that if the profits were made that cut off some of the price that the producers here should have otherwise received, it was not in this country that these profits were made. That trade is susceptible of very material development and it is trade that will be very materially helped by such an elevator as is contemplated. I can say this from what I had to do with getting this seed cleaned, bagged and shipped to the old country all last winter, and we experienced a great deal of difficulty in getting uniform samples. It was almost impossible to get them, but if this elevator were put up and in operation all seed intended for export could be sent to that elevator and put in uniform condition and we would have a uniform sample to send to the Irish market. This would greatly enhance the reputation of our seed which has already a most excellent reputation over there. According to our Mr. Hutchinson, who returned last week after spending two weeks in Ireland looking into this matter our seed has the highest reputation of any on the market, including that from Belgium, Holland, Russia, Japan, and America. Our Ontario seed stands higher than the seed that is grown in any of those countries. Seed that was grown in Ontario and produced from Ontario fibre flax-seed, is known as the best in the market bringing from one to three and four shillings a sack more than any other seed on the market.

Now Mr. Hay mentioned the fact that in Listowel they are agitating for the establishment of seed flax mills there. There is no reason why the whole of western Ontario should not be growing flax to a greater or less extent. This desire has not been fulfilled during the past twenty years, largely for the reason that there was no demand for the seed. We have established a reputation in the old land for our seed and there is a still greater opportunity in the next four or five years to increase our reputation and to get a greater hold on the Irish market which will cause a demand for all of it there. It has largely been supplied from Russia heretofore, but there is no reason why we should not hold that market instead of letting it go back to Russia which supplied seed that is inferior to ours. Now taking into consideration flax seed, beans, rye clover, alfalfa and alsike, as well as coarse grains of a superior quality that can be grown here, I am satisfied from what we have heard that there is good reason for establishing a first class terminal elevator with all necessary facilities for cleaning these seeds.

Mr. ARMSTRONG: I want to say that I am heartily in sympathy with the motion. I have already had two interviews with the acting Minister of Trade and Commerce and I have had several communications in connection with the matter of establishing a Government terminal elevator in the province of Ontario. Mr. Clark has made the suggestion that this committee is not wholly confined in its operations to the province of Ontario, but he has made a valuable suggestion, to my mind, that there should be provision made in the central part of Quebec. I know they have to use enormous quantities of red clover and other seed, and he suggested that one of the elevators at least in the province of Quebec should be placed under the Grain Commissioners. I think that is a most excellent suggestion and I would like to know whether he also thinks that the elevator at St. John, New Brunswick, which I understand is not at

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all profitable at the present time, could not be used in the same way with regard to the products of those eastern provinces. I would like to hear Mr. Clark's opinion on this matter.

Mr. CLARK: The elevator at West St. John is constructed almost entirely for the care of transit grain and loading it on the ships. It is located in the southwest part of the province of New Brunswick and I am doubtful whether it could be made of real service in the work that I have been describing as being done by the interior terminal elevators. The elevator in the city of Quebec we have used very largely for seed grain. They put in some cleaning machines at our request and that elevator is capable of doing and has done very superior work. I do not know whether I have gone too far in making trouble for the Harbour Commissioners. We have got along admirably with them.

Mr. ARMSTRONG: Could not the St. John elevator be so rearranged as to take care of the grain from the eastern provinces, and probably take care of my friends from the Island?

Mr. CLARK: Yes, it might be. There would be some disadvantage on account of freight haulage to move Prince Edward Island grain to St. John. It does not take very much freight haulage to destroy the market, because the grain is handled as a rule on a narrow margin.

It has been commonly stated that the primary purpose of the constructing of these interior terminal elevators was to take care of grain for export. I would offer the opinion that the interior terminal elevators at Calgary, Moosejaw and Saskatoon have derived two-thirds of their revenue thus far in handling export grain, and not more than one-third, perhaps only a quarter, from handling grain for home consumption. The principle that would have to be adopted if this elevator is established at Toronto would be that the primary purpose of that elevator would be for the assembling, conditioning, and grading for market, of Ontario grain, two-thirds of which at least would be wanted for home consumption, and not more than one-third for export. The exports of field crop produce in the province of Ontario, looking into the future, will in my judgment be restricted to the high class barley that Ontario is able to produce, and to peas, and I think we ought to double our output in peas, because of our great areas for growing peas of high quality, and we should very largely increase our bean crop. The grass and clover seeds would come in addition to that.

I believe an elevator established at Toronto would be on a paying basis after the second year. The only really serious objection to the construction of the elevator has been that the Government has not in the past constructed elevators to take care of home trade, but has constructed them primarily for the export trade. I would like to see the principle and system that has worked out so well with the grain in the west of Canada, adopted in all parts of Canada, and not only for grain produce, but for other kinds of produce. I believe the general application of that principle and system which contemplates as a proper policy for the Government the establishment of plants for the assembling, conditioning and classifying for market of farm produce on a service on cost basis, would result in much benefit both to the producers and consumers.

Mr. SUTHERLAND: I believe that in central Ontario we have the greatest district for growing alsike clover and other clovers as well. The farmers not having the facilities for properly cleaning those seeds, the seed merchants send their men up through the country and buy up these seeds, bring them to their warehouses, have them re-cleaned and place them on the market at a very greatly enhanced price. With clover seed selling this spring at 55 cents a pound, you can realize the saving that would result from having this done at a Government terminal elevator. The other coarse grains for seed purposes, which are grown in Ontario, could be very largely

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enhanced in their value to the growers by an elevator of this kind. I simply want to emphasize the point that has been so apparent for many years, this would enable the farmers of Ontario to reap the advantages they should have by having an elevator there.

I would also like to emphasize the need of having all the elevators in Canada under one department. I do not think it is in the public interest to have two or three departments in control; and there are three departments of the Government now which have control over the elevators, but to my mind the Department of Agriculture is very closely connected with the elevator system that is being carried on in the country. It is true that for export purposes the Marine Department may have some claims on it, and the Trade and Commerce as well, but I am most emphatically in favour of having the Grain Commissioner exercise control over all the elevators, and I am also strongly in favour of a Government elevator at Toronto, which is the central point for the province of Ontario. I believe millions of dollars would be annually saved to the people of that province by having such an elevator there.

Committee adjourned.

SEED AND METHOD OF CROP PRODUCTION.

HOUSE OF COMMONS,

COMMITTEE ROOM 318.

OTTAWA, Wednesday, June 11, 1919.

The Select Standing Committee on Agriculture and Colonization met at 11.00 o'clock a.m., the Chairman, Mr. Henders, presiding.

The CHAIRMAN: Arrangements were made at the last meeting for a discussion on the subject of "How can the benefit of using good seed, and the best method in crop production, be brought home to the average farmer." And we have succeeded in securing the services of several speakers, through the assistance of the Deputy Minister of Agriculture, Doctor Grisdale, to address us on this subject this morning. I understand that Dr. C. E. Saunders and Mr. John Fixter of the Experimental Farm and other speakers will address us. As Dr. Saunders has another engagement he would like to speak first so I have great pleasure in introducing him to you.

Dr. C. E. SAUNDERS, (Dominion Cerealists): Mr. Chairman and gentlemen, the question for consideration this morning is in two sections. How can the benefit of using good seed be brought home to the average farmer, and how can the best method in crop production be brought home to the average farmer. The methods of crop production are not properly part of my work, but belong to the Field Husbandry Division of the Experimental Farm, and I shall therefore speak to you on the first subject only: "How can the benefit of using good seed be brought home to the average farmer." Let me say in the first place that the average farmer or the average man in any class of society is an extremely difficult person to reach. Frequently you cannot reach him directly, and I do not think that, as a rule, in our Experimental Farm work we reach the average farmer. We can appeal to the farmer who is a little above the average or a great deal above the average far more easily than we can to the average man. The average man is reached through his neighbour far more effectively than by any other means. So that if we are trying to demonstrate the advantages of good seed it is more beneficial, in my opinion, not so much to try to appeal directly to the average farmer as to try to appeal to the man who is, at least, a little above the average. When that man becomes interested the average farmer, and the farmer who is below the average, will learn from him. So that our problem then becomes this, "How can we bring home to the superior farmer the value of using good seed?" This can be accomplished in a variety of ways: by demonstration farms, through articles in the public press, through the work of the Canadian Seed Growers' Association, and (here the matter concerns my division directly) by the distribution and sale of superior seed. Seed in order to be suitable must be of good vitality and pure and must be of a suitable variety. There is a very great deal of seed sown which is reasonably good otherwise, but which is not of the variety most suitable for the conditions where it is sown. My work, as most of you know, is chiefly concerned with the production of new varieties and with the testing of these new ones, along with the older ones, in order to determine which varieties are most suitable for all the soils and climates which occur in Canada. It is my business to tell the farmer located anywhere in the Dominion what varieties of cereals would be most likely to succeed under his conditions and, if he cannot obtain seed of the best varieties through some ordinary commercial channel, it is my business to at least give him a start in growing the sorts which I recommend. This, of course,

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is the last phase of my work which you have asked me to speak on this morning; so I shall not discuss at all the production of new varieties or the methods of testing them. Granted that we have found that certain varieties are best for certain localities, how are we to interest the best farmers in those localities in growing the new and superior sorts. In many of the older districts, of course, excellent varieties have been grown for many years. Now those sections, my work has not been so important as for the newer localities where the settlers had no satisfactory varieties on hand. In some of the older parts of Canada we have to consider not only how to introduce superior varieties (when we find them) but also to prevent the spread of rather unsuitable new sorts which have succeeded very well in other parts of Canada, under other conditions of soil and climate. Take the case of the marquis wheat for instance. There is trouble in Eastern Canada on account of the popularity which it has secured in Central Canada. People read in the papers of the wonderful success of the farmers, in Saskatchewan particularly, and they insist on having the same variety, Marquis, for a moist climate and light soil in the east where it is not likely to succeed remarkably well, and where some other variety would probably be better. In many cases when we are dealing with strictly new varieties which have not yet become famous, or where we have to do with any but the best farmers, it is difficult to arouse enough enthusiasm in regard to new sorts of grain. Other farmers, again, are too anxious to try novelties—especially those which are not recommended by any Dominion or Provincial expert. In my Division bulletins and short articles on recommended varieties are published, and we carry on a free distribution of small samples of the best sorts of cereals. Finally, we sell seed grain—usually in lots of from 1 to 5 bushels. The distribution of samples is carried out in this way: we have application forms which we send out to those who wish for a sample. Any farmer may receive that application form up to a certain limit for each province, as we wish the distribution to be as fair as possible for the whole Dominion. On this form the applicant is asked to give information as to what his soil is like, what varieties he has grown, and what his difficulties have been. Then we select for him the best variety available and send him a sample, usually five pounds in weight. Some farmers think it is perfectly ridiculous to send so small an amount and do not take much care of it. Others appreciate the fact that the quantity sent is sufficient to give them a good start, if they take proper care of it. Occasionally we meet the other class of farmer who thinks he is being dealt with in a very generous manner, when he receives, free of all charge, a few pounds of grain of altogether superior pedigree and purity. I shall never forget a letter received years ago from a farmer who had asked for a little seed of a new and very scarce variety, which he could not procure elsewhere. I wrote that I was very sorry indeed that I was only able to send him an extremely small quantity—about two ounces. He replied that he was much pleased to receive so large an amount. He appreciated its value.

Our free distribution now amounts to a little over 7,000 samples a year; it however went very much higher in the early days when not very much check was kept upon it. It was found difficult however to produce the requisite quantity of seed up to our standard, because it is the highest standard in Canada, as it should be. We found also that a great deal of waste was going on and we began therefore to adopt restrictions to prevent careless men from receiving a sample every year, whether they made good use of it or not. The adoption of wise restrictions and limitations reduced the distribution from 30,000 samples in 1910 to a point somewhat below the present figure, a year or two ago. It is now increasing again. The grain distributed has included up to the present, chiefly wheat, oats, barley and field peas; but we expect to add flax for seed, flax for fibre and field beans in the future. It has been an extremely difficult problem to avoid waste in this distribution. Of course those who oppose the work of the Experimental Farms say the waste is too great; but any such statement is incorrect and is not based on a knowledge of the facts. If I thought you had plenty of time and wished me to deal more fully with the matter I could read you letters from scores

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of farmers who attribute a great deal of their success in grain growing to the free samples we send out. My point is this, that the distribution must be judged by its results. If these results justify the total expenditure, then evidently the waste of some samples is not a serious matter. There will always be some waste in such work: the question is whether on the whole it is worth while. As far as the free distribution is concerned I claim that on the whole it is splendidly worth while. Allow me to say, however, that personally I do not favour a large free distribution. But whether a small charge be made for each sample or whether the distribution be free does not matter very much.

We also sell grain, though not on a large scale. There are good farmers who will not handle a few pounds of grain but are perfectly willing to pay a reasonable price for enough to sow an acre. We try to meet the wishes of such farmers; but in the case of new varieties where the stock of seed is very small of course we cannot often sell any seed. It is to be regretted that we do not have more grain to sell. I am giving only my personal opinion, but I am thoroughly convinced that we should sell at least ten times as much seed grain as we do now. This would not interfere with the work of the seedsmen. We do not want to interfere with them. As a rule our grain is of such a standard as to purity and pedigree that the farmer cannot obtain equally good stock elsewhere. The seed grain which we distribute is of the same standard far above what is usually offered in commerce. Until the seedsmen carry a pretty large stock of seed grain equal to ours, we certainly ought to be in a position to supply from two to five bushels to any good farmer who desires to have the very best grain obtainable. The side of our work ought to be extended very radically.

I do not think that any important changes are necessary in the free distribution. It is now run quite effectively and economically. Every farmer who receives a sample is expected to send a report on it at the end of the season. I am pleased to say that we now receive reports from nearly one-half the farmers to whom we send samples, which I think is a very good record; especially when you consider that there are many unavoidable failures, and that these the farmer usually thinks it useless to report. Of course we would rather have a report, even when a failure occurs.

It would be a decided gain, in our efforts to bring home to the farmer the value of good seed, if much more visiting of the farmers could be done. This would be expensive of course, but in my opinion it would be well worth while. At present we are not able to visit one per cent of the farms to which we send samples. The man who receives a visit from a government officer, provided the officer is not a tax-collector or an assessor, or some one looking after conscription, is usually pleased and stimulated. If the Government thinks it worth while to send an officer to visit the farm for the sake of seeing how some new variety is behaving, it helps the farmer to realize that he has something exceptionally important and of which he should take very good care. I believe that such visiting should be done on rather a large scale, in order to encourage the farmers to make the best possible use of the samples that are sent out, and to aid in the rapid propagation of new varieties in those districts to which they are being sent.

I have endeavoured to give a very brief outline of the work that is being done in my division at the point where it touches the farmer. We publish lists and descriptions of suitable varieties; we send free samples of them and on a very small scale we sell seed grain. These are the methods we use to introduce better seed and better varieties.

The CHAIRMAN: We have with us to-day Mr. John Fixter, of the Experimental Farm, who will continue the discussion of this subject this morning.

Mr. JOHN FIXTER: I am pleased this morning to have the privilege of explaining the work of the division of illustration stations. The question I am asked to speak on is: "How can the benefit of using good seed and the best methods in crop production

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be brought home to the average farmer?" Five years ago, Dr. J. H. Gridale, now our deputy minister, thought of a plan whereby the work of the Experimental Farm producing good seed and the best cultural methods could be brought in closer touch with the farmer. In order to give you some idea of the work it might be well for me to read this article relating to the work:—

"The Department of Agriculture of the Dominion Government is carrying on illustration work in crop production and cultural methods. Farmers owning or operating land favourably situated for the carrying on of such work might co-operate with the department if selected by the department for this purpose. The farmer puts under our direction a part of his farm, having a good wide frontage on a well travelled highway, each field having the same frontage along the same highway, so that the crops and cultivation are unavoidable in evidence to the casual traveller and easily inspected by the interested visitor."

Dr. Saunders stated that it was very hard to get the poor farmer, or the very best farmer to take any interest in sowing good seed. With the illustration work, every person can see what is going on, because it is brought right home to them in their own neighbourhood. The farmer does the work and the other man thinks he is just as good a man as his neighbour, and tries to do a little better. The poorest farmer will gain information when passing the illustration field. The article continues:—

"The department, for the first year at least, furnishes the seed necessary to sow such of the fields as it is decided to put under crop that year. In subsequent years the farmer saves enough of the best of the crop grown on these fields to do the necessary seeding. This, of course, provided the grain produced is satisfactory as to purity and germinability."

Some years we have a failure, through frost, or there may be a drought. If the seed is not first-class we have to supply the farmer with fresh seed. The object is to keep the best seed supplied to the operator that it is possible to secure. This article continues:—

"All cultural and harvesting operations in connection with these fields, that is to say the ploughing, etc., of the fields, sowing, harvesting, and threshing of the grain therefrom is done by the farmer. All work indicated above is done in exactly such times as directed by this branch of the Department of Agriculture."

We have instructors going from station to station giving instructions, and encouraging the farmer to put into practice the very best methods that we find have been proved successful on the Dominion Experimental Farms. The article proceeds:—

"The farmer keeps a record of the amount of time taken to perform the different operations on each field, and threshes the grains harvested separately, so that it will be known how much is harvested in each field."

Besides that, we want to know exactly how much each bushel of grain costs, how much each ton of hay costs; we cannot weigh the hay, but we can give an estimate. We can measure or weigh the grain so that we can tell exactly how much a bushel costs on each different illustration station.

"The records just mentioned of the work and crops resulting, together with brief notes made each week, are duly entered on blank forms provided for that purpose. The work of making such notes and entering up the work done on each field does not entail more than one hour's work each month."

Most people think it is a great deal of trouble when we explain this work to them, and almost hesitate, but after the operator enters this work for say two or three months

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he finds it is no trouble at all, not only to keep track of the illustration work but all of the work carried on on his own farm.

"Each week the farmer mails to the Divisional Illustration Station a form filled out with full particulars as to the work done and general weather conditions and crop progress on the different fields. The farmer permits to be placed in front of each field a sign stating briefly the method of preparing the land for the crop growing thereon, or the treatment given the crop that year."

The farmer cannot help but notice the work that is being carried on in those illustration stations. Signs are placed in front of each field and at the corner of the farm, so that he can tell just exactly what kind of crop is grown. In 1915 Dr. Grisdale and myself started stations in Alberta and Saskatchewan. There are to-day seventeen illustration stations in Saskatchewan, fifteen in Alberta, and fifteen in the province of Quebec. We put in the very best cultural methods that have been found on the Dominion Experimental Farm. Supposing we have a farm located in Alberta. The experiments that have been found best at Lethbridge are put in operation on the illustration stations near to that particular point. We have special methods of summer-fallowing and special methods for breaking, etc., and instructions are given to the operators and farmers when the inspector visits the different stations. Dr. Saunders was speaking about seed grain. We make the production of good seed grain one of our specialties. It is so difficult to get good seed grain that we make every effort to grow a surplus on those illustration stations. The department makes a contract with this farmer to sell the surplus seed that is grown on the illustration station. This is a very pleasing feature of our work. Some of our farmers have sold as much as 2,000 bushels of their crop for seeding to their neighbours. We do not expect the illustration station operator to sell all of the grain the first year. We expect him to keep enough to seed his own fields as well as the illustration fields. Then we expect him to hold the surplus or sell it to neighbouring farmers. At one place the farmers are so anxious to get the seed grown on the stations that they do not let the operator take it to the elevator, they have their wagons at the threshing machine to draw it away. This applies to both wheat and oats. These are our principal crops of grain on the illustration stations. We are doing other work besides this on private farms. If we get a good farmer who is interested in growing other kinds of crops, such as barley, oats or fall rye, we supply him with the seed, so that he will have those different seeds for sale. With regard to the western country, the prairie farmer wants some kind of fodder to take the place of the natural prairie hay, and to supply plant food to the soil. The average prairie farmer grows wheat or oats for two and three years in succession, then summer fallow. This takes all the fibre out of the soil and returns nothing. We are running crop rotations, and among those rotations we have growing Western rye grass and alfalfa. The Western rye grass has proven to be successful in almost any part of Alberta and Saskatchewan where we have our stations. Last season was so dry that results were not as good as the two or three years previous. Western rye grass has given as high as four tons of fodder per acre, and the farmer who grows Western rye grass for seed has had from 400 to 900 pounds per acre. From growing this Western rye grass on our illustration stations, the demand for seed has been so great that the price has risen from 9 cents to 23 cents per pound, and I do not think you could buy 100 pounds of rye grass seed in the western provinces to-day. So great has been the demand that we are urging all of our illustration operators to save the bulk of their crop for seed. By saving the seed you do not destroy the fodder. Naturally the fodder is not quite as good, because part of the feeding value had gone into the seed, but it makes fairly good feed. If any farmer can grow 400 pounds per acre, at 15 cents per pound, I think it is a pretty safe crop to go into. Now, as to the roots of rye grass, I do not know

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any other plant at the present time that will hold the soil better. In some parts of the western provinces, the soil blows a good deal. We have to grow some kind of crop that will keep it from blowing. Another crop having fairly good success is alfalfa, and our farmers have got to know more about growing it. I think you will see a good deal of it grown, and you cannot grow any better crop in the western provinces. I need not speak of its value for fodder, which is well known. With reference to how to grow alfalfa, I might give a pointer to the Ontario farmer to grow alfalfa in rows and cultivate it the same as corn if you want to be successful. Many men have made a failure by sowing it broadcast. Years ago we used to sow our corn broadcast, and now we are growing it in rows. As to the growing of alfalfa seed, we have one man at Maple Creek growing it successfully, but there are many other points where the seed will grow. Another phase of our work: in the prairie country we are growing corn and wheat alternately. Some farmers complain of having to summer-fallow too much of their land. They feel that it is a waste of time. Therefore, we have started in growing corn on a certain piece of land, then follow it up next year by growing wheat. Our experience has been that we cannot grow quite as many bushels of wheat per acre after corn as we can after summer-fallow, although we get very good crops. My opinion is that it is going to be a paying proposition to grow corn and wheat alternately. Some parts of the province will grow it much better than others, particularly in the south. The rotations that we are carrying on in Alberta and Saskatchewan, in the southern parts, with wheat we like summer fallow wheat alternately. That is in parts where we have found a lack of moisture. By that means, we can keep the land clean and be fairly sure of a crop, with this method of farming we are very soon going to run out our land if we follow out that method of cultivation; so that we are working another illustration which is a four-year rotation. That includes summer fallow, wheat seeded with Western rye grass and two crops of hay. I think by working the hay crop on the prairie farms that we are going to do a great deal of good. I hope to see a little more work carried on with the alfalfa crop. In northern Alberta and Saskatchewan we have a little different rotation. They are going in more for the three-year and five-year rotations. The three-year rotation consists of summer fallow, wheat and wheat. I do not know that that would suit most of the farmers. The average farmer there likes to have a three-year rotation, fallow, wheat and oats. One of the objects of the Division of Illustration Stations in having wheat follow wheat is the growing of pure seed. We want to have clean seeds. We found that by growing oats after wheat we had oats mixed with the wheat. The oats can be easily taken out of the wheat, but most people do not do it. Therefore, we have wheat follow wheat and oats follow oats. We can then find out the value of summer fallowing. Last year it was very marked; in almost every instance there was twice the amount of grain grown after summer fallow as there was wheat grown after wheat.

AN HON. MEMBER: What about the expense of that system?

MR. FIXTER: The average cost of growing wheat on six stations in Saskatchewan on summer fallowed land was \$1.10 per bushel. On land that had wheat grown on it two years in succession the second crop cost \$2.84 per bushel. The five-year rotation consists of summer fallow wheat followed by oats and seeded with Western rye grass, two years in hay. These illustrations are only carried on in the parts of the province where we were fairly sure of a good rainfall.

AN HON. MEMBER: What do you mean by corn?

MR. FIXTER: Indian corn, chiefly grown for fodder in Alberta and Saskatchewan.

AN HON. MEMBER: In what part of Canada can that be raised?

MR. FIXTER: Almost any part. You must get the variety that is suitable to the particular districts. The variety that we find best in Alberta and Saskatchewan has

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been the Northwestern Dent. Table corn is grown north of Battleford. Corn is going to be a paying crop in the western country especially with farmers who have live stock. It will also eliminate a great deal of summer fallow.

Mr. BOYCE: How do you get the good seed to which you refer?

Mr. FIXTER: Our Dominion Experimental Farms supply the illustration stations with seed as far as possible. Outside of that we have to go to the best seed merchants we can, or to our illustration station operators. I prefer buying from our illustration operators to buying from any seed firm I know of. Any farmer has the privilege of buying the seed grown on the illustration stations at a reasonable price. We make it a part of the contract that the farmer must not charge over 15 cents a bushel more than he can obtain at the elevator. If we find that any of our operators refuse to sell grain to his neighbour and he has that grain to spare the department has the right to buy it and sell it to the neighbour at the same price.

Q. That is not my view in regard to the question that I asked, I would like to know what the system is at the present time with regard to the farmer when he grows pure seed. I pretend to know something about what I am talking about, with regard to that because I have produced pure seed many years and have sold it all over Ontario, and the system I advocated was adopted; you can go through with a hoe and keep it clean, it did not take very long, and I found it worked very well. Prof. Robertson said he would take it up and the Experimental Farm used my seed, and I also sent 24 bushels to Bordon, Scotland, I found we were able to raise ten bushels in a plot of one-tenth of an acre and in the third year you could get all the seed you wanted from a small sample. I found that is a very good way to get seed.—A. That is work for the Experimental Farm and for the Seed Branch, we cannot take up land for that work at the illustration stations. We cannot take any chances, we must grow crops there that will be a credit to the farmer and to the department.

Q. Do you not think that these illustration stations should be extended to Quebec and to the provinces in the West?—A. We have just three provinces at the present time in which there are illustration stations, I have requested that farms be located in all the different provinces of the Dominion.

Mr. GRISDALE (Deputy Minister of Agriculture): We had to make a start somewhere.

By Mr. Molloy:

Q. Which do you find the best for the western provinces, the brome grass or the rye grass?—A. For hay in the western provinces rye grass, which is so easily eradicated if you want to get rid of it. The brome grass is one of the sweetest grasses you can grow for hay or pasture if you want it for a length of time, but it is a very hard grass to eradicate. There are people who like the brome grass, but rye grass is best for seed and for fibre, holding the soil, and particularly for the seed, there is such a great demand for it. Mr. Grier at Macleod in 1918 had 900 pounds to the acre and it is worth \$23 a hundred to-day; I would not say that it is going to keep at that price, but there is bound to be a good market and good prices for the next ten years.

Q. Is Western rye as good as the brome grass?—A. It is not as good as brome. If a person is running a ranch and can leave a piece of land in brome grass it is all right. We have grown it in Ontario. The only trouble I have here is that I cannot get it to grow very well. Some time ago at the Central Experimental Farm we experimented with different grasses, there was timothy, two-acre, clover, and brome grass, a mixture of brome grass, brome grass alone. There were sixteen acres in that field, and that field was pastured that year. I think it was 21 head of cattle pastured on it. The cattle went through the timothy and the other grasses till they came to the brome grass which was kept eaten down close all through the summer, and the same

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season we got a crop of hay off the other part of the field. I have the figures at the farm giving the amount of hay cut off this field. If you are ranching and do not want to break up the land, go into brome grass.

By Mr. Maharg:

Q. What is your opinion with regard to rotations?—A. We do not like to have long rotations. We like to have short rotations.

Q. What is your experience in that regard?—A. I would work one summer fallow and two crops of grain for the north; for the south I would grow one crop of grain and one year summer fallow. We find it best to have the summer fallow because we must conserve moisture and keep the land free from weeds which is the great problem. A third rotation should include summer fallow, wheat, Western rye grass, hay. The Chairman wishes me to say something about the stations in the province of Quebec. We have 15 stations now working in the province of Quebec. Our object there is to show the farmer how to grow big crops on his own farm at the lowest possible cost. We have our farms like the Central Experimental Farm. Hundreds and sometimes thousands visit them, but there are men who think they cannot grow the same heavy grain crops on their own farm as we are growing here. We need to show those men they can, by special cultivation, by ploughing the land, at the right time by cultivating the surface properly, and by using the right kind of seed. The average farmer in this country can grow as good crops as we are growing at the Central Experimental Farm. Now you have taken notice of the figures on the photographs that have been passed around of the result of the work at Lac à la Tortue.

The soil was so poor in places that a crop had not been grown on it for years, in fact the soil was so poor in places that not even weeds grew. Last year there were splendid crops of clover, grain, roots and potatoes, due to proper methods of cultivation and sowing the right kind of seed. We have splendid success all over the province of Quebec. How are we going to lessen the cost of production? There is not a single farmer in the province of Quebec or in the province of Ontario that we cannot show how to lessen the cost of producing a grain crop or any other crop on his farm. That is a big statement to make, but we can prove it by the crops we are growing and the cost of production and the best way to do it. The first thing we do is to advise the farmer to clean up. We go through the average farm in this country and we find three or four times too many fences, there are too many stumps, and a few hours' work might put them out of business and leave a nice clean field. Then again we go to his farm to see how he is carrying on his work. We find that he has four horses or three horses with two men driving them, and very often two men working with one horse. Now we at once encourage him to put those horses together and let the second man do other work. That is how we lessen the cost. It is worth while taking the trouble, all he wants is a little encouragement. In the arranging of the cultivators we can lessen the cost. One grand feature of our work is that we create a friendly rivalry among neighbours; we organize meetings and hold them on the different illustration stations; we get the names of the farmers for miles around and send them invitations. We get the farmers on the fields, and explain to them the method of growing and the cultivating of the different crops, and they go home imbued with the spirit that we are going to grow even larger crops than those grown on the illustration station. I may say that we have lots of times found a neighbour of the illustration station growing bigger and better crops than the operator of the illustrating station, which is the object of our stations. We do not always get the best men at our illustration stations, but we sometimes get a farmer living next to the operator of the illustration station who can grow more than the man who is doing the work for us. The neighbours see these crops, and will say, "I am just as good a man as he is, I will carry out the instructions given by the instructors, and I can grow better crops that they grow on the illustration stations. That is the feeling

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that we want to get into the neighbourhood. At one station last year I felt rather blue and I mentioned to our chief that we had better give up the work, but there was one good feature: when going from the railway station to the illustration station we met, as we do almost every time, people who had been at the illustration station and had seen the work. On this occasion on the way back about three people stopped me on the road and asked me to come and see their crops, I complied with their request and by seeing their crops I thought better not to make any change. The rotations that are established in the province of Quebec are mostly four years.. We cannot say what is the best rotation for any particular farm till we investigate, but the rotation that we find suits the average farmer is the four or five year rotation. That is one year hoed crop, one year grain seeded with clover and timothy, and two years in hay. If we can get the farmers of Quebec and the farmers of good old Ontario to adopt shorter rotation I am sure the crops will be increased one quarter. I will give you one instance, some may say that we picked out the best farms in the country and that we should have picked out the poorest farms. When the Commission of Conservation did their demonstration work they let the people pick out the farm, and farmer, they picked the best farm they could find in the neighbourhood. If you will look at the report of the Conservation Commission you will find that the hay crop of the second year was increased by one-fourth, the grain was increased by about ten to eleven bushels. One farmer went into growing pure seed grain and I believe he is selling the whole of his crop now as pure seed. That has been the result not only in one place, but in several places in Ontario. I can assure you there is no part of any country that will respond as readily to illustration work as the province of Ontario. The people there realize the benefit of good crops, and those are the people that we want to get into the work. I would certainly like to see illustration stations established in every province in Canada. Besides the rotation of the crops, we are illustrating the value of tile drainage. So far we have only one farm where drainage experiments are being carried on. That is at Stanbridge east. Charles S. Moore, the owner and operator of the illustration station, has one portion of his farm laid out with a four year rotation on tile-drained land. On another portion of his farm a four-year rotation is being carried on on the same kind of land, which has not been tile-drained. They are adjoining fields, and the results are: On the land which is not tile-drained he grew 21 bushels and four pounds per acre of oats, and on the land which has been tile-drained he grew 55 bushels and 6 pounds per acre in the same year. Both fields are exactly the same kind of soil. These crops are attracting a great deal of attention from passers by. I should like to see it carried on in all the eastern provinces. The trouble is we cannot get the tiles. We should encourage manufacture of tiles in the eastern provinces. With regard to roots and corn we cannot grow them successfully on land which is not drained. The farmer who does not rotate we advise to practise after-harvest cultivation. The result from after-harvest cultivation is that we have had an increase of 10 to 15 bushels of grain per acre, and have a very much better catch of grass-seed the following year. Another one of our favourite crops is the growing of clover-seed. Another feature of our work is the growing of good seed, not only grain, but clover seed, on the illustration stations and on the neighbouring farms. In the province of Quebec, we have only been working four years, and in 1917 in the Aubrey district there were 182 acres. Last year the operator of the illustration station at Aubrey had 213 pounds of seed per acre, the first clover-seed that was grown on his farm, in fact the first clover seed that was grown in that district. Seed sold at 40 cents per pound in 1917. In 1918, 50 cents, and in 1919, 60 cents. That is worth while. The neighbours in that district watched the Illustration Station operator, and every man that could get seed instead of pasturing did so. The lowest yield that I could find was 90 pounds per acre. The value of the

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seed grown in that one district more than paid for all the expenses of the fifteen illustration stations in Quebec. We did the same thing at Drummondville, and at Ste. Julie in Vercheres County; we grew clover-seed as far north as Nominigüe, and east to Rimouski. At Rimouski they had a nice little crop, about 50 pounds to the acre. It is worth 60 cents a pound this year. Clover-seed cannot be bought in the city of Ottawa even at 60 cents a pound. I cannot see any more profitable crop for the farmer to grow than the clover crop.

I trust the above information indicates that the individual needs of the farmers are being met, at least in some districts, and I hope the work may be extended to reach all.

The CHAIRMAN: Mr. Newman, Secretary of the Canadian Seed Growers' Association will address the committee.

Mr. NEWMAN: I have been asked to speak this morning on the subject, "How can the Benefit of Using Good Seed and the Best Methods in Crop Production be Brought Home to the Average Farmer." I might at the outset itemize the various ways, which separately and together, are useful in bringing the value of good seed home to the average farmer. First, by excursions to our experimental stations; secondly, by the distribution of good seed; thirdly, by field crop competition and seed fairs; fourthly, by demonstration farms, such as those so well described by Mr. Fixter; fifthly, by comparative short trials on schoolgrounds, and sixthly, by extending the work of the Canadian Seed Growers' Association, as a means of making first class seed more easily available in quantity.

With regard to field crop competitions, those have been of great benefit. In Ontario they are well developed, but in some of the other provinces do not occupy so large a place at present. Seed fairs have been going on for a number of years. They are very useful and might I think be extended to advantage. With reference to comparative trials on schoolgrounds, these are not always practicable. I have seen a number of places however, where they have worked out to a very great advantage. They are conducted in this way: Boys going to country schools are asked to bring to the school a small package, perhaps a pound or two, of seed obtained from their fathers' grain drills at seeding time. A piece of ground is prepared at the school, and the different packages are put in side by side for comparison. In addition to these packages, some really first-class seed is sown for further comparison, and as the growing season advances, observations are made of the different plots. As Mr. Fixter pointed out the average farmer is not always willing to admit that he is not growing the very best kind of seed, but when his seed is sown alongside that of his neighbour, and is also compared with the very best seed obtainable he is often very much surprised. This sort of work seems difficult to carry into effect in many places. It is something, however, which I think could often be recommended. I shall devote the remainder of the short time allotted me to a discussion of the work of the Canadian Seed Growers Association. It was the work of this association which our friend Mr. Boyce had in mind, when inquiring of Mr. Fixter as to what methods are recommended at the present time to enable the farmer to grow seed on his own farm. I might say at this point that Mr. Boyce was one of our very best growers of registered seed for a number of years. When we were designing our certificates for the registration of seed and seeking for a suitable illustration for a certain part of the certificate we decided to include a cut of a field of beautiful oats grown by Mr. Boyce on his own farm.

The Canadian Seed Growers' Association is a voluntary organization composed of practical farmers, scattered throughout the whole of Canada who seek to produce what is called Registered Seed, either for their own use or for the trade, or both. Usually for both. In some districts where there are a number of members located fairly close to each other they organized themselves into what we call a "seed centre."

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The general policy of the association is determined and directed by a Board of Directors consisting of 20 persons among whom is to be found one representative appointed directly by each of the provinces. Our head office is in the city of Ottawa. At present at 114 Vittoria Street.

The work of the association may be said to be an extension of the work of the Experimental Farms. These institutions, as Dr. Saunders has pointed out, carry on original work, research work, along various lines. They seek to produce new and better sorts for different regions and to distribute seeds of such sorts in relatively small quantities to special farmers for further trial and propagation. At this point our association steps in and seeks to encourage the propagation of this seed under efficient control by having the farmer become a member and follow certain prescribed methods. In other words, it is in the conservation of all that is good and useful in those improved stocks, and in exercising a close control of their propagation throughout the country that our association seeks to be of public service.

The farmer wishing to produce seed which may be officially registered first applies for membership in the association. He then seeks to obtain the very best "Elite Stock Seed" he can obtain. Wherever possible we get this seed at an Experimental Station. When we started in the work we were not able to obtain very much of this specially selected seed as a result of which each member was obliged to follow a system of selection as a means of "breeding up" the variety he was then growing or might purchase elsewhere. Nowadays both the provincial and Federal authorities are co-operating and we are able to get a very considerable amount of high-class seed for our new beginners. As an instance of the above co-operation we have just received from Professor Bracker of the Agricultural College, Saskatoon, a list of names of parties to whom he has sent Elite stock seed and "first generation" seed, totalling over eight hundred bushels. Our organization will endeavour to follow up these different lots and see that they are grown properly, and that they are put on the market in the proper state. In accomplishing this we have the co-operation of provincial experts who inspect all fields producing seed seeking registration. Finally samples are sent in and tested at the Dominion Seed Laboratory after which the final determination of the standing of the seed is made. Seed that is grown and handled according to the rules of the association is registered, that is, we have a system of registration which corresponds in a sense with that of the registration of live stock. By means of this registration the progressive grower who produces seed for which he hopes to obtain a reasonably good price is protected. At the same time those who wish to buy pure seed of a certain variety are now able to procure seed which may be vouched for.

All registered seed goes out in sealed sacks to each of which a certificate tag is attached bearing a certificate number. Our standards of registration are high and exacting as a result of which not more than about 20 per cent of all the seed which is grown is able to qualify during any one year. Each year a catalogue is printed giving the names and addresses of those offering seed for sale, also the quantity offered. This year we have catalogued over 82,000 bushels. This, however, does not represent the total amount produced, but rather the amount that was available and suitable for sale at the time of going to print. This seed as a rule is very quickly disposed of. This year, for instance, we could have placed many thousands of bushels more had it been available. In the west particularly as some of you gentlemen know, it is becoming exceedingly difficult to get seed which can be depended upon for purity of variety, and for freedom from wild oats. The need for a larger supply of registered seed is great, and our association is trying to do all it can to have more produced. We are endeavouring to get as many good farmers as possible to do something along this line of producing better seed with the hope of discovering some really first-class men. The influence of a few outstanding men among their neighbours can hardly be overestimated. One of the most striking examples of

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this fact is to be found in the case of Mr. Sayer Wheeler, of Rosthern, Sask. Most of you, no doubt, have heard of Mr. Wheeler already. It was my good fortune to "discover" this gentleman in 1908, quite by accident. When in Rosthern I heard of this man and learned that he was interested in this sort of thing. I drove out to his farm and found him working away by himself, relatively unknown. An explanation of the work of the association was all that was required to induce him to join our ranks. That very fall he prepared an exhibit of wheat and sent it to the Great Land Show in New York where he obtained the world's prize for the best wheat, consisting of \$1,000 in gold. I have here the letter written by Mr. Wheeler expressing his appreciation of the new impulse he received as a result of that first visit. It simply illustrates what may be accomplished if we can locate these good men throughout the country and can give them a little personal attention. Dr. Saunders spoke of the importance of personally visiting the growers. I certainly agree with him on that point. If you can get a man started right and can have him visited for a few years until he gets a good start he is likely to do good work for many years. On the other hand you will often find that when a man is left entirely to himself he may drop out for want of encouragement. I therefore think that our organization constructed as it is, is able to do some very useful work. Mr. Wheeler has now got to the stage where he is able to write a book called "Profitable Grain Growing." It is quite a commendable book, and one which any one would do well to read. He gives his experiences from the early stages of his work up to the time when he got into the work of the Seed Growers' Association.

Referring again to the matter of following up the distribution of high-class seed from experimental stations I might cite another case or two to illustrate how this works out in practice. I have here a list of names of men who procured a considerable quantity of registerable seed last year from the experiment station at Indian Head. The superintendent of that station furnished us with the list in order that we might use our organization in following it up and having it propagated under control. We have lists of further distributions from other stations such as the station in Prince Edward Island, the Central Experimental Farm at Ottawa, the Ontario Agricultural College at Guelph, Ont., etc. We have men on our list who have produced registered seed almost continuously since 1900. They are scattered from Prince Edward Island to Alberta and the value of their work can scarcely be measured. They have produced some excellent stocks which have been widely used as the foundation or starting point for new beginners all over the Dominion. As explained before, however, we look chiefly to the trained experts at our experimental stations for our "starting points" for new men. This is the principle that has been recognized in the system of seed production and propagation in Sweden with such splendid success. In studying the methods employed by that organization we found that two separate institutions were involved, viz., the scientific and the commercial; the scientific is represented in Canada by the experimental stations while the commercial side finds its counterpart here in the Canadian Seed Growers' Association.

If this principle is to prevail in Canada and if this work is to extend and advance as it should, it seems to me that we have about reached the stage where further progress will be measured largely by the extent to which facilities are provided for assembling, cleaning, grading, marketing and distributing seed in a larger way than is possible at present, particularly in Western Canada. It is essential that we should have a considerable quantity of seed produced but we should have better facilities for handling it. It is not always possible for the farmer to hold over his seed for any length of time for financial and other reasons. Shortage of storage room often compels him to dispose of his seed. If some system can be worked out by which that seed can be stored for a time and by means of which financial difficulties may be overcome we can very quickly propagate and utilize very large quantities of prime seed, at present, large quantities of really good seed—which has originated from registered

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seed, goes into the ordinary grain elevators, and inferior seed made to take its place. I understand that certain parties who have it in their power to follow up this matter are starting a movement to alleviate the situation. I have gone very quickly over this work and perhaps given you a very hazy idea of it. I simply want to leave this point with you that this Seed Growers' Association is an organization composed of voluntary members who are practical farmers, and who are trying, through organized effort to propagate in a large and practical way under certain supervision the good seed that is being brought out by our experimental stations as well as seed produced by our best members with a view to making that available in quantity to those who want to buy seed.

The CHAIRMAN: Mr. Newman has given us a very good idea of the seed improvement question. We have with us Mr. Eddy, assistant to Mr. Clark, who addressed us at our last meeting.

Mr. EDGAR D. EDDY (Chief Seed Inspector): Mr. Chairman and Gentlemen,—In connection with the subject under discussion this morning I wish to deal very briefly with some matters of special concern to the Seed Inspection Division of the Seed Branch of the Department of Agriculture. In order to do so in the briefest possible time I shall confine myself largely to notes unless some members have questions to ask.

That there is room for improvement in the quality of seed used in Canadian agriculture few who are acquainted with ordinary farm practice will question, but the extent of the needs and the seriousness of the neglect in this regard are by no means fully recognized.

Six years ago this spring an inquiry was instituted by the Seed Branch to secure information respecting the quality of seed grain being used on Canadian farms. Seed inspectors were instructed to procure throughout Canada samples of seed actually being put into the ground, together with information in regard to variety, source of supply, treatment for smut prevention, rate of seeding, cleaning and selection. Over 2,000 samples of oats, wheat, barley and flax were forwarded to the seed laboratory at Ottawa where they were tested for purity and germination. The aim was to get samples representing the average seed used by farmers. Some features of the inquiry may be of interest to this committee in connection with the subject under discussion.

The lack of attention given to the selection of most suitable varieties and strains is indicated by the fact that over 40 per cent of the farmers from whom samples of wheat, oats, and barley were collected did not know the variety name of the grain they were sowing.

Nearly eleven per cent of the wheat, oats, barley, and flax sampled was being sown direct from the thresher with no cleaning whatever. Over 88 per cent of the samples represented grain reported as having been cleaned with a fanning mill, some being put through twice, while less than one per cent represented seed which had received special attention by selection in the field. Most of the grain supposed to be cleaned contained large numbers of very small seeds, as well as small, light kernels and inert matter, clearly indicating poor results from the attempt at cleaning. With flax this was shown by the presence of such small seeds as tumbling mustard, cinquefoil, wormwood, lamb's quarters, wormseed mustard, and large seeds as black bindweed and cereal grains in samples that had been through fanning mills. One sample of flax reported as cleaned with a common fanning mill contained 17 species of weed seeds, including over 2,500 tumbling mustard, over 1,000 lamb's quarters, 803 black bindweed, and 140 wild oats per pound, besides wheat, oats and barley. Some of the grain samples furnished equally striking examples of failure to remove even small weed seeds by the fanning mill. In a few instances excellent work was being done but the high average weed seed content shows that in most cases the attempt at cleaning had accomplished

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very little. There appeared to be a general lack of appreciation of the importance of cleaning seed and also of equipment for doing it.

The average weed seed content of the 978 samples of oats collected and tested was 76 of the kinds classed as noxious under the Seed Control Act, and 239 other weed seeds per pound. One sample secured from a farmer in Leeds county, Ontario, representing home-grown seed which had been run through a fanning mill in preparation for seeding, contained 4,800 wild mustard seeds and 38 Canada thistle seeds per pound, besides 174 seeds of weeds not classed as noxious. With the average weed seed content and the rate of seeding reported in connection with the samples taken, weed seeds would be placed on the land seeded to oats at the average rate of about 44 noxious and 138 other sorts per square rod.

With barley the average weed seed content was 53 noxious and 445 other sorts per pound. The sample containing the largest number of noxious weed seeds was secured from near Edmonton, Alberta. It contained 2,539 noxious weed seeds per pound, all ball mustard except 16 wild oats. A sample was secured in southern Manitoba containing over 10,000 weed seeds per pound, principally lamb's quarters. The average weed seed content and rate of seeding with barley indicated weed seeds being placed on the land at the rate of 32 noxious and 270 other sorts per square rod.

With spring wheat the impurities were even worse in respect to noxious weed seeds. The average of the 506 samples was 79 noxious and 343 other sorts per pound. One sample taken in the southern part of Quebec contained 11,528 noxious weed seeds per pound, mostly wild mustard. This sample represented home-grown seed that was being sown without cleaning. In New Brunswick a sample of home-grown grain being sown without cleaning was secured which contained over 17,500 weed seeds per pound. The average weed seed content and rate of seeding for spring wheat indicated that weed seeds were being placed on the land at the average rate of 50 noxious and 220 other sorts per square rod.

The fall wheat samples were much cleaner than the spring wheat, but the flax was very dirty. The average weed seed content of the 144 samples of flax tested was 662 noxious and 4,087 other sorts per pound. One sample contained 15,425 noxious weed seeds per pound made as follows: wild mustard 11,936, false flax 1,729, wild oats 1,280, hare's ear mustard 288, stick seed 128. It also contained 11,616 other weed seeds, making a total of over 27,000 of all kinds per pound. The average weed seed content and rate of seeding with flax indicate that weed seeds were being placed on the land seeded at the average rate of about 136 noxious and 840 other sorts per square rod.

It would perhaps be unfair to assume that the samples collected accurately represent average conditions for Canada, although they were taken with this object in view, but after all due allowance is made for inaccuracies the results of the inquiry furnished surprising and conclusive evidence that the value of Canada's grain crops is enormously lowered through the use of inferior seed.

It is difficult to estimate even approximately the extent of the loss and how much of it is preventable. The value of the grain crops in Canada last year as reported by the Dominion Statistician was approximately one billion dollars. Opinions will differ widely as to the probable increase in production if the best obtainable seed had been used. On a conservative estimate of five per cent increase the value of Canada's grain crops last season would have been \$50,000,000 greater.

How then is this loss to be prevented, or rather the increased yield to be secured? There are of course, many ways of directing educational and administrative efforts towards securing this end but I shall attempt to outline briefly only some of the work now undertaken and being projected by the Seed Branch.

As an educational means for encouraging the production and use of better seed, competitions in standing fields of seed grain, local seed fairs and provincial seed

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exhibitions were organized by the Seed Branch in co-operation with the provincial departments of agriculture and local agriculture societies. The direct management of these competitions has been taken over by the provincial departments of agriculture and they are now supported by the Seed Branch by subventions for moneys paid in prizes. The subvention is on a basis which provides approximately one-half of the total cost of competitions, the other half being met by the provincial governments and local societies. During the last few years the amounts paid by the Seed Branch for this purpose has been between \$35,000 and \$40,000 per year. The competitions have done a great deal to stimulate interest in better seed and have created a valuable source of seed supply. Plans are now under consideration whereby the regulations may be changed somewhat to give more attention to really high class seed crops and provide greater service for inspection and marketing.

The work in connection with the administration of the Seed Control Act and the testing of seed for farmers and seed merchants has for its object the control of the sale of seed, and providing means whereby farmers and seed merchants may secure information respecting the quality of seed which they intend to use or offer for sale. Considerable publicity has been given to the work of the seed laboratories and the seed testing service has been utilized very largely by both farmers and seed merchants. In Eastern Canada about 75 per cent of the samples received for test at the laboratory come from seed merchants who require reports on seed which they propose offering for sale. In Western Canada about 75 per cent of the samples come from the farmers and represent grain which is being considered for seed. A large proportion of the samples in Western Canada represent oats for germination test. The seed testing service was extended last season by the establishment of a laboratory at Winnipeg. During the first season's operations up to March 31, 1919, there were 8,073 samples received at the Winnipeg laboratory. At both the Ottawa and Calgary laboratories from twelve to over thirteen thousand samples are received annually.

In administering a law governing the sale of seed there are many limitations. It is impracticable to compel farmers to use a higher quality of seed than they themselves are willing to prepare or pay for, and as yet there are a great many farmers who do not realize that it is poor economy to use anything but the best seed obtainable. The operations of the Seed Purchasing Commission last season gave striking evidence of this. Many farmers preferred to purchase ordinary commercial grain, badly contaminated with weed seeds and possibly low in vitality, rather than pay about twenty cents more per bushel for No. 1 seed grain that was guaranteed by the Commission in respect to both purity and germination. Seed inspection records indicate that the same condition prevails in the seed grain trade throughout Canada. About all that can be done through the administration of a seed law is to provide means whereby farmers and dealers may purchase seed of the quality which they desire and be reasonably sure of getting that quality. It is the object of the Seed Control Act to provide this service by defining grades for the different kinds of seed. Grades were established for timothy, red clover, alsike and alfalfa seed by the Seed Control Act of 1911. Since that time there has been a greatly increased demand for seed of high quality which will grade No. 1. Before the Seed Control Act came into force the best clover seed produced in Canada was exported but since then there has been an increasing tendency for the high class domestic seed to be marketed in Canada and the low grade seed to be exported.

The principle of marketing seed under definite grade standards has been applied to grain sold by the Seed Purchasing Commission during the past few years. It is now proposed to define grades for seed grain, including corn, which may be used by the trade or farmers. In this way recognition will be given for definite standards of purity and germination, and the purchaser will be able to buy seed grain with a clear understanding of the quality which he should receive. It will also give the growers

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an opportunity to market superior seed grain under a grade which will distinguish it from ordinary commercial stock. The proposals respecting seed grain grade are being embodied in a draft of an Order in Council under the Seed Control Act which will shortly be submitted for approval.

One of the principal needs in connection with the handling of seed grain is for central cleaning plants where seed grain can be assembled and cleaned under proper supervision. The Government interior terminal elevators have provided very valuable service along this line in connection with the seed grain handled by the Seed Purchasing Commission, but they are not equipped for handling high quality variety seed grain, and the No. 1 and No. 2 seed such as the Commission has sold could be cleaned and inspected much more satisfactorily if the apparatus for receiving and discharging seed grain at the elevator were not also used from day to day for handling grain of commercial grades which is commonly polluted with weed seeds.

With small seeds there is also great need for better facilities for assembling and cleaning seed. At present practically all the clover seed grown in Ontario, which is exported or reaches the home market through the trade, has to pass through the hands of the wholesale seedsmen because farmers do not have efficient power machines for cleaning small seeds economically. A public-owned elevator and cleaning plant where seed could be assembled, cleaned and graded for the cost of the service would be a great stimulus towards the production of more clover seed and would enable farmers to retain possession of their seed until it was ready for either the export or domestic trade.

Mr. GLASS: I have listened with interest to the statement in regard to the investigations and the report concerning flax-seed. I want to say that, notwithstanding the propaganda by the Department of Agriculture throughout the country, that the prejudice against the sowing of flax-seed in any soil seems to exist. Surely after such an examination as has been detailed in this report it is quite evident that the flax-seed generally used does not get the proper care and cleaning, and no doubt that fact is largely responsible for the condition complained of. May I ask, is that a report of the flax-seed of Western Canada, or is it a report in regard to fibre flax-seed, where they take a little more care in preserving the quality of the seed.

Mr. EDDY: These samples are all taken from Western Canada and probably represent flax-seed other than the fibre variety.

By an hon. Member:

Q. Has any examination been made by the department of the seed from fibre flax produced in Ontario, and has the seed been cleaner than ordinary flax-seed?—A. I have not much definite information on that, but what fibre flax-seed has come to the laboratories has been very much cleaner than the samples procured in connection with the inquiry referred to.

Q. I know that the department attributes great importance to the cleaning of flax-seed and to the adoption of some standards in regard to purity and other points. That shows the importance of establishing the terminal elevator where it could be properly cleaned. From what has been said here this morning, it is apparent that very, very great care should be taken to protect the reputation of the seed that has been established and which is in danger of being injured by carelessness. The evidence here this morning simply strengthens my opinion as to the necessity for proper facilities being provided not only in the province of Ontario but at other points where provision might be made for the cleaning of seed.—A. The resolution dealt with by this committee this morning is certainly a very important one in this respect, as it concerns the cleaning and grading of flax and other kinds of seed. If facilities provided in a public elevator for the proper handling and cleaning of seed there is no doubt it would be of the greatest advantage to the industry.

[Mr. Edgar D. Eddy.]

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Q. In what part of the Dominion of Canada can you obtain well matured seed corn suitable for graining a crop for husking or ensilage?—A. About the only part of Canada from which seed corn for ensilage can be obtained in quantity is the southwest part of Ontario, principally in the counties of Essex and Kent.

By Mr. Brien:

Q. Is it not a fact that the farther north we get that seed the more valuable it is, and more likely to produce a better class of ensilage?—A. Provided you have the same variety and strain of seed that is probably true but a great deal of the value of corn for ensilage and other purposes depends upon the variety. Other things being equal it is usually considered that the farther north you grow a variety of corn to full maturity the earlier it will be in maturing. One of the important points in connection with seed corn is to get an early variety or strain which will mature sufficiently to make a good quality of ensilage.

Q. That being the case there should be an effort to provide corn for seed purposes in Ontario and Quebec and then probably in the western provinces that would be the most suitable for the districts where it is to be used. Seed corn is being imported that is grown in the United States and possibly from states farther south than it should be; that is going on at the present time.

There have been a number of complaints along this line and I may say that the matter is under consideration at the present time, and in connection with the proposed Order in Council which I mentioned provision is being made which we hope will overcome this difficulty. The proposal is being made to have seed corn that will comply with certain standards of purity of variety, moisture content and germination put on the market under the grade of No. 1, and require that it be marked to show the province or state where it was grown. If that were done it would give the purchaser an opportunity to procure seed corn of stated quality and place of growth, and would also give the growers in Canada any advantage which there might be in selling Canadian seed corn. I hope something of that kind will be worked out and put in operation before the next season.

Committee adjourned.

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STANDARDIZATION OF AGRICULTURAL MACHINERY.

HOUSE OF COMMONS,
COMMITTEE ROOM 318,

OTTAWA, June 18, 1919.

The Select Standing Committee on Agriculture and Colonization met at 10.30 a.m., Mr. Henders, the Chairman, presiding.

The CHAIRMAN: About a month ago we had a meeting at which we discussed in a general way the question of the standardization of agricultural implements and the parts thereof. There were present some representatives from outside points, and a very interesting and profitable discussion took place. As a result, it was felt by the members of the committee that there were great possibilities in a movement of this kind, and the consensus of opinion was that we should continue the discussion of the subject. Accordingly, arrangements were made to hold another meeting to which we would invite a larger representation of manufacturers than was present on the former occasion. Invitations were sent out to representatives of the manufacturers as well as to representatives of the farmers in the province of Ontario to attend this meeting. I am glad to see such a full representation of the manufacturers and farmers and of members of the Committee of Agriculture to deal with the question. The subject for discussion is "The standardization of parts of vehicles and agricultural machinery" and I should be very glad to have the members of the Manufacturers' Association and the representatives of the farmers, as well as the members of the Committee, express their views freely on the question. There will be a sort of round table talk, and later we may be able to crystallize our conclusions in some practical form.

Mr. BEST: I may explain that at a meeting of the committee, at which this question was discussed a few weeks ago, it was unanimously felt that the farmers are very much put about in regard to getting parts, especially small parts such as guard sections and bolts that would fit in with their machines, and it was felt that if we could have practically the same bolt holes or rivet holes, and things of that kind, it would be of great advantage. There was a discussion as to what could be done, and it was finally decided to invite representatives of the Manufacturers' Association here to discuss the matter with the committee to see if some scheme could not be arrived at by which those things could be improved. We have been told that in the United States they have improved the conditions very much within the last few years. I have farmed all my life, and I know from experience the trouble that is caused by the diversity of these parts. Take the wagon, for instance. There is an arm which is of the same length as perhaps another vehicle, but the nut will not fit, and we have had a great deal of trouble trying to get a nut to fit. There are many other little parts of machines to which the same objection applies. I would suggest that the manufacturers present indicate as far as possible what can be done, and explain why there should be so many different parts. The committee is not asking the manufacturers to change their machines. We realize as well as anybody that there has been great strides in Canada in the way of improving machinery. Our machinery some years ago was very crude. We have them down to a pretty fine thing, and it works pretty well. It is the small parts which do not affect the working of the machine in any shape or form. It is merely to assemble the small parts, so that the users will not have trouble in getting the parts. On the other hand we

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realize that our local agents throughout the small centres in the country cannot afford to carry 40 small repair parts that would be required because it is only an odd time they will be called upon. If there were a lesser number of the small parts the agent could carry them. If in the midst of harvesting or haying a farmer has to wait to send to the firm for a small part it is a great loss to him and to the country. If a suggestion could be made which would not put the manufacturers to too great an expense, and would at the same time assist the farmer, I think it would be a good thing for the country.

Mr. J. C. RUBY: On our way up here I had a short formal talk with other representatives of the manufacturing interests, and I explained to them what occurred at the meeting a few weeks ago. There is still a question in our minds as to how far the committee desire this standardization, whether you want us to standardize as to sizes, and how far you want the standardization to apply to parts. The manufacturers' representatives here this morning feel they would like to know just the extent to which this standardization is desired on the part of the committee, and perhaps they could give us some idea as to the extent they desire the standardization applied.

Mr. McCOIG: Mr. Ruby was present with us on a previous occasion when this matter was brought to the attention of the committee, and possibly he could have informed the other manufacturers who were kind enough to come before the committee to-day with reference to what took place here on that occasion. I do not think the committee intended to do anything that was going to increase the cost of manufacturing machines, or the cost of production, but we are anxious to do everything possible in the way of reduction of cost in the different lines of agriculture. I do not understand that the manufacturers at the present time are manufacturing a lot of unnecessary machines of different sizes which are not needed and very seldom disposed of—machines for which there will be call for only a few times during the year—I refer to the variety of seed drills that are being made by the different manufacturers. I know some of them are making drills for the Ontario trade that could be easily eliminated from their price list and catalogue, and make it much easier from a shipping and manufacturing standpoint to reduce the cost of production. The same thing would apply to wagons. I do not think it is necessary to manufacture so many different kinds. One manufacturer was turning out 47 different kinds of wagon. I should say the manufacturers could possibly turn out four different sized wagons and that would be all that would be necessary to supply the demand from the different sections of the country. With regard to the point we were making as to setting a standard, they could also have the same dies used in the manufacture and they could be manufactured so that the different nuts would fit. I suppose we have representatives of Bain's wagons and the other different wagons. One of the big objections raised is that if a man buys a Bain wagon, for instance, if a nut drops off he cannot replace it in the village, because there is a limited number of wagons sold in the village. The same thing would apply to the mowers. I understand they are making 22, 24, and 28-section mowing machines. I do not know why it is necessary to manufacture the 22-section. I think they might cut out some of these sizes which are not necessary. Possibly the same thing would apply to the different sized disc-harrows, for instance. Some makers manufacture an extra size to get a little ahead of the other manufacturers, and it only causes trouble. The same thing applies to the other machines. The farmers are not objecting so much, but it would be an advantage to the manufacturers if they could manufacture machines that would supply the trade and sell them at a lower cost to the farmer.

With regard to asking the manufacturers to change their mode of manufacture, that was not the idea of the committee. Nobody desires to change any of the patterns. We recognize that they have been using a lot of different parts in the

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construction of machines, and it is not the object to cut them out, but the idea is to have the parts on a wagon standardized as nearly as possible. The same thing should apply to ploughs. Ploughs are made in Brantford and Toronto and other places and the parts are not interchangeable. The bolt-holes should be made the same distance apart. I recognize the argument against that is that you would not be able to sell your own repairs, but you would be able to get your own share of the trade if you made the best. With reference to harvesting machines, I do not think there is a manufacturer present who will not agree with me that it is ridiculous to have mowing machines and binders all using three-inch sections and not one of those sections interchangeable because there is a sixteenth part of an inch of a difference in the place where the rivet goes through the hole. It is a nuisance and should be overcome. The same thing applies to the ledger plates in the mowers and binders. I have had the experience of trying to get ledger plates, and you might come within a fraction of an inch of getting the rivet in the proper place. There is no reason for that. I would not like to say that the manufacturers could get together as far as regulating their prices is concerned, but they could settle on the little details that would be of great advantage to the customers. We know that sooner or later, there will be a great fight for the foreign trade, and what an advantage it would be for the Canadian manufacturers to be in a position to say that the parts of their farming machinery were interchangeable. That is only one reason of many why you should give this matter serious thought and consideration.

Mr. J. C. RUBY: I may say that so far as the standardization of implements is concerned, I think the manufacturers will be quite prepared to get together and discuss that question and see what they can do in the way of eliminating parts that are very little called for. The wagonmakers got together last week and discussed the question of cutting out certain types which are sold to a very small extent. They have cut down the sizes, the widths of tires and so on, and I think I am free to say for the implement manufacturers that they are willing to get together to see what they can do along the same line. I think they would be glad to follow the practice of our American friends in standardizing the size of their machines.

Mr. McCOIG: I notice that across the line they have got together, as you say, but they have lessened the width of the tread of the wagon. I do not think it is a good idea because I do not believe agricultural opinion in Canada would favour the narrowing of the tread of the wagon.

Mr. RUBY: They decided, British Columbia being excepted, I think, on a 4-foot 8-inch tread. That is the standard automobile tread. So far as New Brunswick is concerned, I think it was left to the discretion of the manufacturers. We know that some exception has been taken in certain parts of the country, in the Eastern Townships particularly, to the use of a wider tread. At any rate, that was the position taken by the manufacturers, that after the present sorts were exhausted they would adopt the 4-foot 8-inch tread. We found difficulties in attempting to deal with the question of standardization, because as soon as you begin to eliminate certain sizes used in a particular section, you will meet with objections.

Mr. McCOIG: There is no demand for the narrowing of the tread, because I think the first argument you will find against it is that the narrowing of the wagon will have a tendency to make it upset much more easily.

Mr. RUBY: The 4-foot 8-inch is almost a universal tread. It is used generally I think in the northwest with the exception of a small part of Alberta, and it is used generally throughout the United States. It is the same tread as an automobile.

Mr. McCOIG: It will be 4 inches less than the tread of the wagons we have in Ontario.

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Mr. RUBY: Four feet six inches is the Ontario width. There is some question among the different manufacturers. Some take 4 feet 6 inches from centre to centre and others count to the outside of the rim.

Mr. McCOIG: There is a difference between the tread of the wagon and the tread of the automobile to-day. What is it?

Mr. LEWIS: It depends on what part you are in.

Mr. RUBY: That illustrates the difficulty the manufacturers have in standardizing. We spent a whole afternoon in Toronto last week threshing this question out and we did not get quite through.

Mr. KAY: Did you take up the question of arms and nuts?

Mr. RUBY: We eliminated a few sizes on the one-horse wagon, but I think there was nothing eliminated on the two-horse wagon. We did not get down to the parts.

Mr. McCOIG: That is the thing that the committee is most anxious to get information about.

Mr. RUBY: So far as the machines themselves are concerned, I think the manufacturers will be quite ready to get together and talk the matter over, and eliminate any sizes that they feel can be eliminated without detriment to the trade, to the consumers, or the farmers. The question of standardizing repair parts is bigger and involves a great deal more than appears on the surface. I would suggest that Mr. Kettle of the International Harvester Company be heard.

Mr. H. E. KETTLE: I guess that Mr. McCoig knows that we cannot take any guard made by any of our friends and apply it to our binder and make it work. But we had trouble, as you all know with the breaking of the knives of the Deering binder. I do not believe it is possible, and I believe the mechanical men here will agree with me, to make a standard guard that will go on a machine at present in use and get the same service that you are getting right now.

Mr. McCOIG: We grant the guard.

Mr. KETTLE: In regard to the ledger plates, the guard might be changed. I am not saying that this will apply to all the machines made by our friends; but so far as the arms are concerned we could accommodate the guard to become the ledger plate, I think. Of course, the ledger plate and the guard are essentially the cutting apparatus of your machines, and they would have to be very carefully manufactured. It would necessitate a great deal of investigation. It is a thing that could not be brought about satisfactorily to our customers, speaking from their standpoint, without a tremendous amount of investigation, and it would take some time to put it into effect. Perhaps some of our western friends could tell us some of the experiences they have had in buying cutting parts from manufacturers who simply duplicate. I am not saying that outside of some very peculiar circumstances in connection with a particular machine like our Deering binder that the ledger plates cannot become uniform.

Mr. McCOIG: What is the objection to having a standardization, to have your different machines all on the same principle.

Mr. KETTLE: You mean to make a common chain link on the different binders?

Mr. McCOIG: Yes, make them interchangeable.

Mr. KETTLE: That would probably change a lot of other parts on every machine.

Mr. McCOIG: You could have the same size of cog.

Mr. KETTLE: You would have to have your sprockets accommodated to the chain.

Mr. McCOIG: Sure.

Mr. KETTLE: That is just it. In the first place comes your driving apparatus, and then you have to accommodate your chain to it.

Mr. McCOIG: Make a different style of chain.

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Mr. KETTLE: You have probably been out in the field and seen the driving chain climbing up on the sprocket.

Mr. McCOIG: That is the trouble we are having. There are so many different sizes made, but if there was one there would not be that difficulty.

Mr. KETTLE: A great deal of the chain could be standardized.

Mr. McCOIG: That is the point. It is not a question of trying to impose any hardship on anybody. We are trying to figure out something that will be of mutual benefit to the manufacturer and the user of the goods. It is not with any desire to be unfriendly to the manufacturers. We are simply trying to see whether some of the troubles we have experienced cannot be eliminated, so that there will be a better feeling between the manufacturer and the farmer instead of a difference of opinion. When we get free agricultural implements you will be able to retain your trade because the farmers will recognize that you have parts that will fit any machine.

Mr. KETTLE: I understand that, and I fully appreciate what you say. I am just trying to point out some of the difficulties that the manufacturers will have to face and overcome in order to give service equal to what you are giving to-day. Our watch-word is service, as it is with our friends.

Mr. BEST: You have told us about the guard and the principal difference in the chain. We do not find very much fault with that. The trouble is with the fraction of an inch difference in the width, one-sixteenth of an inch where the bolt-hole is. I do not see why the bolt-hole should be the slightest fraction of an inch different from any other, or why the rivet-hole should be different. I have repeatedly spread my guard, and have taken a hammer and closed it down. Naturally the space gets wider between the upper and the lower part of the guard, but you can take a hammer and close it down. That is easily done, so long as we can get the guard for that section with the same bolt-hole so that we can put it on. We know the enormous trouble and expense it is to the farmer. I do not see why the lowering or raising of the upper part of the guard should make any difference, because you can either raise it or close it.

Mr. KETTLE: You cannot close it evenly. If you close it up by uniformly straight guards you will not get the desired result. When we get a complaint we always take it into consideration and investigate it. We like the farmers to come and tell us their troubles. You ask why we cannot put the holes in the sections, in other words why there should not be a common section that will fit every knife back.

Mr. BEST: I would not say every one, but you could say have three or four different kinds instead of twenty-five different kinds.

Mr. KETTLE: That could be done satisfactorily, I think, but it would mean considerable cost and outlay for new equipment. You will probably realize that these knifebacks are punched on a tremendously expensive equipment, and that all the dies for these machines might have to be changed.

Mr. McCOIG: They are frequently changed. The difference in the width of the holes is the trouble. You know you have not a section on one of your mowing machines that will fit the McCormick or the Deering. If my neighbour has a McCormick and I have a Deering, and I lose a section of my machine I cannot go to my neighbour and get it. I have to go to town, and after I get there I find perhaps that all the repairs were made in such and such a year and that perhaps the section I particularly wanted was made in a certain year and was not in stock. So far as the sections are concerned, the committee thought that a time should be set for the manufacture so that the sections would be all alike.

Mr. KETTLE: Of course you understand that we would all have to carry a duplicated equipment.

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Mr. McCOIG: Perhaps the other manufacturers would adopt the section that you are making, or you could adopt the parts that they are making. You could adopt one section as a standard section. There would be different varieties. Whose would you adopt?

Mr. KETTLE: Naturally they would try to adopt the best one. The other fellows would have to change.

Mr. McCOIG: You could change some other part that they are making that could be satisfactorily used on their machine.

Mr. KETTLE: It might be possible and it might not. Some other part might be in such relation to this part that it would not permit the change, and perhaps you would have to go to a lesser number of sections on a certain sized machine. I do not see much more trouble, leaving out the question of cost, in standardizing, making a common section and ledger plate, than there would be in the guard.

Mr. KAY: Could you not make a common grade for the Deering and the McCormick?

Mr. KETTLE: No, not to get results. What difference does it make to him, outside of storage space, if he does happen to have different guards?

A DELEGATE: He might have the guards manufactured in 1914 and in 1916 they might change the guards. He would have to carry the guards of different makes.

Mr. KETTLE: All he has to do is to have a roof over them.

Mr. BEST: The manufacturers do not keep them. The trouble is to find where you can obtain them. I had a stove in my house, and it was a good one, and the water front was broken, and I tried through our dealer to get a water front, and he could not get it for me. I had to sell the stove for half its value and I paid \$60 for it. I could not use it because I could not obtain the water front.

Mr. KETTLE: It may be that they did not make the effort to give the service the agricultural men give.

Mr. BEST: Supposing a man was harvesting, and it took him a week to find out where he could get a certain part for his machine, what would become of his harvest?

Mr. KETTLE: That need not happen. In the first place you have your local dealer, and if he has not got the part you require, explain carefully to him, so that he will understand what it is you want, and you can get that part in any place in Canada where these machines are used.

Mr. McCOIG: That is very true. Different firms are very good at keeping stocks of repairs, but it would obviate the necessity of their keeping such a large stock. That is all right so far as the section is concerned but are there not other parts which would be possible without any great expense or reconstruction of a machine, that you could get together and standardize upon?

Mr. KETTLE: On a mower or harvester?

Mr. McCOIG: As to the matter of links, would it be possible to standardize?

Mr. KETTLE: Yes, I said that some could be standardized as to their design and size. Our friends make a chain which is a special design, and even though you have got a chain which is satisfactory in size and type, what about its wearing qualities?

Mr. McCOIG: The malleable chain is about the only chain, besides the steel chain.

Mr. KETTLE: But how many kinds of malleable chain?

Mr. McCOIG: You would have to settle on the best kind.

Mr. KETTLE: I am showing you the intricacies you are up against in investigating this matter.

Mr. BEST: You admit all those chains are made of a very much inferior material.

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Mr. KETTLE: No, I am not insinuating that at all. I did not say there were. I said in other words that it was a special business to produce chains.

Mr. KAY: With reference to the sections in your different machines, would you be willing to standardize the sections of the McCormick and Deering, for instance?

Mr. KETTLE: We would be willing to conform to the consensus of opinion between the committee investigating this matter and our friends the manufacturers, but if left to ourselves we would not do it from the standpoint of service.

* Mr. BEST: You would all have to agree to standardize on one.

Mr. KETTLE: Yes.

Mr. BEST: If you are making the same machine, there is no reason why you should not standardize the parts.

Mr. KETTLE: Yes, there are a hundred things.

Mr. DENIS: I think we are wasting time by this discussion. We are all asking questions and we will never arrive anywhere. We could talk for two days and never arrive at anything. I have all due respect for the manufacturers, but I know very well no one in this committee will ever make his case by going to the manufacturers. If I were a manufacturer I would object to the plan of standardization, as it only means trouble and expense to the manufacturer on the one hand and no benefit to them on the other. Moreover, it means to them keener competition, because when pieces are standardized he will have to adapt his price to the standard. He will have to compete as to price, because the pieces will be exactly the same. He will be in the same position as the man who sells boots or other standard goods. Consequently, it is natural for the manufacturers to object to these proposals, and my view is that if we go on questioning these gentlemen, for whom I have the greatest respect and consideration, we will never come to anything. The first question is, is it a practical possibility, that pieces can be standardized. If it is proved that it is not a practical possibility, that the disadvantages would outweigh the advantages, then there is no more to say. So far as I am concerned, I think it is a practical possibility. I am neither a farmer nor a mechanic, but I know a little of both occupations, and I think it is a practical possibility, but I want the opinion of some one else. If we cannot agree, then there is nothing else to do in my opinion but to go to a commission of experts and get their opinion. We could question them and find out to what extent it is practicable if at all, and to what extent the pieces can be standardized. It is not a question of whether such and such a piece can be standardized. The point is that these experts could tell us what are the pieces that can be standardized and we could get their conclusions before we come to any decisions, and so avoid the possibility of mistakes.

Mr. McCOIG: That is just the course we have pursued. These gentlemen are all experts, and we are asking them to say what parts can be standardized. We are not going to ask them to do anything impracticable.

Mr. BEST: We are met here to find out if it is possible to standardize, not to say that we are going to have it done. We desire to know in the first place whether it is possible. Mr. Denis wishes to appoint a commission before we find out whether it is possible. What would be the use of appointing a commission if it is not possible?

Mr. DENIS: That is my opinion.

Mr. McCOIG: Let these gentlemen tell us.

Mr. DENIS: I am ready to submit to the opinion of experts. If we can get a number of pieces standardized, let us go on.

Mr. J. H. GRISDALE (Deputy Minister of Agriculture): I did not anticipate being called upon to say anything on this matter although it is one of very great importance at the present time. We have discussed it a couple of times in this committee, and

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we were of the opinion that a great many of these small articles, small repairs, might be standardized. I have just had a conversation with one of the manufacturers' delegates here and on inquiring as to the possibility of standardizing sections, I was informed that he thought it could be done though there would be serious objections. No doubt there would be some objections, but the number of small parts that could be standardized is very great. The parts that were mentioned at the meeting a few weeks ago are, I think, the ones most ripe for consideration. The men who are interested in the manufacture of these parts might make a mental note of these and discuss the possibility of coming to some understanding among themselves as to whether these particular articles or parts can be standardized. I will start with the plough. I see no reason why the points should not be standardized. I do not mean that there should be only one size of point; there might be two or three sizes, and different shapes. I think there might be easily a point receiver or point attaching bolt. The bolt-hole might be located uniformly in one place and be so standardized. Then as to the sole plate, I see no reason why that should not be standardized in different sizes. The muzzles or heads might be standardized. They are very considerable at present. I can see no reason why there might not be three or four sections. As to the handles, I think the wooden parts might be standardized, with perhaps three or four different pieces. Then there is the harrow. It has gone through many variations. I have seen hundreds myself but we have got practically to one type of harrow, and I think there should be some standardization there. As to the discs, I do not see why we should not have two or three sizes so that that which now fits the Massey-Harris make should fit all makes provided it is of the same diameter. At present with the slight difference in curve at the bore, it is very seldom that you can fit one to the other. I can see no reason why they cannot be made uniform. We could have different sizes, twelve, fourteen, sixteen and so on. As to the rollers, I do not see why they should not be cut off in yard lengths and standardized. Then there are the whiffletrees. There is a tremendous variety of irons. I do not know whether it is worth while to consider these. There is such a variety. They are all fair, and some are a little better than others. It would be an easy matter to bring out three or four of the very best. As to the chains and sprockets, this committee discussed the chain and sprocket question very fully. In my opinion there is no reason why two or three types of chain with two or three different sizes of links might not be put on the market that would fit any of the sprockets. The fact that it is a special industry in itself and requires a great deal of attention applies to other parts. I have had a great deal to do with chains of one kind or another. There is a tremendous number of varieties of chains on the market. Why not select the good ones and standardize these in sizes that would be useful? As regards rakes, the variety of rake teeth is tremendous, and I cannot see the necessity for having so many. The belly varies slightly and necessarily will, but with two or three types, or two or three sizes we could get them reduced to something like uniformity so that a man could get what he wanted if he went to the manufacturer of these parts. When it comes to cultivators I think that the cultivators to which the scuffer plates are attached might be standardized. I can see no reason why the bolt hole at the bottom should not be replaced or why the cutting plates cannot be attached to any one at all. I cannot see any reason why the plates should not be so punched and bolted that they would fit any cultivator except possibly when the size was different. As regards mowers I think that what has been said about the binder would apply in this case. In the track cleaners I think there is room for standardization. The Pitman head has had a great career. I can remember a dozen different kinds and many of them have boomed fairly satisfactorily. Many of them are not satisfactory. By now the manufacturers know pretty well the type of that particular head, the type that will give the best results, and I do not see why some effort at standardization should

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not be made in that connection. The drive rods might also be standardized and cut off in sections, or made in small lengths so that the parts could be made fit and used by all. The guard plates have been mentioned. I think they might very readily be standardized, even if the guard could not be. I admit that the standardization of the guard is a difficult matter. There are so many varieties of use made of it and the cutting bar varies so much in width. There are so many little factors that enter into the size and shape that it is possible the guard could not be standardized, but I think much could be done in the way of uniformizing, the guards as well as other parts. In connection with the binders, the same remarks apply to the sections of the guard. The canvas lowan table I think might be standardized, I see no reason why it should not be. The canvas lowan on the cultivators vary very slightly in width. I would not like to say that they should be standardized; we may leave that out at present. In regard to the fore-carriage there might be a standard that would fit any binder. It is not an article that has to be repaired often, but I see no reason why a standard fore-guard should not be used. In the case of reel flaps they are not often replaced, and the farmer can make one himself, but they might be standardized. The corn harvester does not lend itself very well to standardization. There may be some question as to whether it would be worth the trouble to standardize the sections. As regards the blowers, the most common trouble is with the chains and with the pipe. I see no reason why the pipe should not be standardized. As regards wagons, there are 47 different kinds, and I think we might very judiciously reduce the number of varieties and get down to a common basis, get them into some reasonable shape and some reasonable standard. The skeins and the nose on the end of the sections might, I think, be standardized. The fact that practically every maker has a different thread on his skeins and a different bolt, and that very often there is a different thread on the same manufacturer's sections, is a very annoying feature. I see no reason why a skein of a certain size should not have a uniform thread with bolts and nuts to fit. That would be one of the greatest conveniences I know of so far as the wagon is concerned. As to the width of the tread, I think that is really a minor point so far as the farmer is concerned. Whether it is 4.6 or 4.10 is of minor importance. It might be useful a little later on, but so far as the manufacturing is concerned, I do not see that there is any point in it at the present time. These are the principal points that I think might be considered as possible of standardization. No doubt there are objections to many of them, but I think a good many might be given consideration.

Mr. KETTLE: I do not want any of our friends to think that I was referring to them when I spoke of the chains. It was our own chain I was speaking about.

Mr. MANNING W. DOHERTY: I represent the United Farmers of Ontario. This matter has been up for discussion at meetings of the United Farmers during the past year. It is a very live question with the farmers of the province. They were very quick to see the immense advantages that would accrue to them from the standardization of the wearable and breakable parts of their machines. Last fall there was a meeting of the Fairs and Exhibitions Association in Toronto, and they discussed this matter at some considerable length, and passed a resolution. I only refer to these matters to show the members of this Committee that the farmers of the province of Ontario will appreciate anything you can accomplish along the line which you are now following, and would be very grateful for any results that can be secured along that line. I congratulate you, Mr. Chairman, and the committee upon taking up a question that is of such vital importance to the farmers. At the Fairs and Exhibitions Association, in which 350 agricultural societies of Ontario are represented, the following resolution was passed:—

“That this Association in Convention assembled hereby express their hearty approval of the standardization of the breakable and wearable parts of

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farm machinery and would respectfully recommend that the Federal Government arrange for a committee of mechanical experts, three to be appointed by the Federal Government and three by the manufacturers of farming implements to arrange for such standardization and that a copy of this resolution be forwarded to Sir Robt. Borden and Hon. T. A. Crerar."

Mr. BEST: What is the date of that?

Mr. DOHERTY: April, 1919. At a meeting of the Agricultural and Horticultural Institutes of Manitoba in February, 1918, a resolution was passed very much along the same lines. The question appears to present itself in two sections; the standardizing of machines and the standardizing of practical and wearable parts. I would gather from what I have heard this morning, that it is in the minds of most of you and most of the speakers that the standardizing of the machines is almost impracticable. I have no particular engineering knowledge, but I have faith enough in the ability of the engineers of this country to feel that it is far from being impracticable. Only a short while ago, we had a deputation of the most prominent engineers of this country interviewing the Minister of Finance, the Acting Premier at the time, asking for the information of an engineers' standardization association, and I read the following paragraph, newspaper clipping:—

"The object of these associations was to secure an international standardization of parts, which would permit an interchange that would cheapen manufacturing costs and expedite deliveries. They were also endeavouring to arrive at standards for Government work as well. They have sectional committees to deal with similar problems with regard to cement bridge building construction, electrical standards, standards for railway equipment, automobile parts, etc., falling within the sphere of activity of these associations."

And it goes on and gives the various branches of engineering. These eminent engineers of the Dominion were of the opinion that we could proceed very much further in standardizing all our production much further than we have proceeded at the present time. It would be a tremendous advantage to the manufacturers themselves. As you are probably aware, in the United States during the war the War Service Board cut off some thousands of patterns of machines being made, and would not permit them to be made during war time, and I understand the manufacturers themselves have come to appreciate what was accomplished and have now asked that this Board be perpetuated in some form or another.

In regard to the matter of the repair parts, I would say that I do not believe there is any other portion of the consuming public of the Dominion that would have put up for such a long time with the inconveniences that the farmers have been put to in the matter of the wearing of workable parts of farm machines. I do not believe it would be possible for the manufacturers to put out goods to consumers living in urban centres of as many patterns, and causing such inconvenience and loss of time and get away with it for so long time as has been the case with farm implements. I remember only a few years ago, if you bought an electric bulb it might or might not fit the socket. That is done away with. We have had standardization of plumbers' fittings. They would not tolerate such a thing as having different threads on pipe, and so on. The same with automobile parts, tires, etc. But the farmers have gone on for years. This matter has grown and grown, and it has grown without being appreciated until to-day it is the source of considerable loss of time and a great deal of trouble. Take the matter of ploughs. I had made a list here of some parts that I thought could be interchanged, but Mr. Grisdale has covered it very fully and very much better than I could, and I will not say anything along that line. I remember some years ago in the province of Ontario we had a great many similar manufacturers of ploughs, and the wearing parts of these ploughs were practically all inter-

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changeable at that time. Many of these disappeared and went out of business, and the later manufacturers varied the nose, so that we have now a plough point not interchangeable, and it is my opinion—I cannot see it any other way—that there is no part of the public more fully alive to the great benefits which this country has had from the manufacturer than the farmers, but I am forced to say the farmers consider, and I consider, that 50 to 75 per cent of the variations made in parts of farm machines are practically no benefit or use to the machine at all, and there is no excuse why 95 to 100 per cent of the parts enumerated by the Deputy Minister could not and should not be made interchangeable. Only last week in working our cornfield, we were about two weeks and a half behind in getting out the manure. A wheel broke, and I had to hurry out to Brampton. They had another sprocket wheel there and it would not do. I had to go to Toronto to get the part. Every farmer knows that during haying and harvest a loss of time is a serious matter, and I am perfectly convinced that if we standardize the whole machine and reduce the number of machines on the market, it will result in a tremendous saving to the manufacturers and to the public. The number of machines at present carried will not be required. The competition in the sale of machines would be lessened, and it is my opinion that the greatest national wastage of this country to-day, that characterizes this age, is that resulting from our slipshod method of distribution of the manufactured article to the consumer, and of the farm product to the consumer, that the difference in the price received by the manufacturer and the cost to the consumer, and the difference in the price received by the consumer is a monument to our extravagant methods of doing business and the efficiency of the manufacturers of this country would be increased very much by a board of engineers, along with the engineers of the manufacturers. Mr. McCoig says we have the experts here, and I am quite prepared to admit that they are as expert as any experts you can find. They are experts in business, and if you had a commission of engineers acting with these experts, I am sure you would succeed in working out a national benefit which would accrue to the manufacturers and also to the farmers.

Mr. BEST: You are in favour of the standardizing of machines?

Mr. DOHERTY: I am of the opinion that something can be accomplished. I am not an engineer.

Mr. BEST: Would there not be a danger of eliminating the possibility of improving machinery if that was done?

Mr. DOHERTY: I noticed in the press a short time ago an interview with a prominent manufacturer in which he set forth the objections. One of the objections was that it would destroy incentive for inventive genius. In my opinion it would have the very opposite effect, because if you had a board of engineers in control of the standardization of these machines, a man in the factory of say the International Harvester Company conceives an idea; he works it out in drawings, and then goes to his board of engineers. They scrutinize it, and if they decide to adopt it they pay what it is worth, and he is more likely to get a good thing out of it that way than under the present conditions. Another objection that was raised was in regard to the loss which would result in having to scrap the patterns, jigs, dies, and so on. There is very little in that objection because the patterns and dies and jigs are only of use in making the repairs in those machines which have been made before. This cannot be accomplished without a great deal of inconvenience to the manufacturers or without some loss to the farmer, but no great progress can be made without some loss and inconvenience to some part of the community.

Mr. GILBERT M. MURRAY (Canadian Manufacturers' Association): I have no opinion to offer as to the practicability of standardizing wearable and breakable parts, but there is one thing I am sure of, and that is the willingness of the manufacturers

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of implements to go just as far as it is possible or practicable to go in meeting the wishes of the farmers. There is no money for the manufacturer in the increased variety of implements he is making or in the styles of each particular variety. They only add to his overhead charges, and to the expense of keeping repair parts in stock. It is undesirable in many ways from his standpoint. But from association for a good many years with the manufacturers, I am convinced that they only do such things because of a demand for the varieties of styles that they are producing. It is patent, I think, to all of us that if they are to meet with any success in their efforts to standardize wearable and breakable parts—I am leaving altogether out of consideration machines—there are two very considerable difficulties to be met. One is the difficulty of time. It is going to take time to bring about a change of these things. There are changes that can be effected more speedily than others, but certainly to make anything like substantial progress with the standardizing of wearable and breakable parts, we have to allow ourselves perhaps an interval of two years to work up to it. That would be the minimum interval, I would say. Another difficulty is the question of expense. It is admitted by those who hold a brief for the farmers, and I think in fairness to the manufacturers it must be admitted, that if they are to get together from a desire to meet the wishes of the farmers and are to put themselves voluntarily to the expense of effecting something tangible, I would just like you to consider this: In preparing your report recommending some measure of standardization in regard to some of these wearable and breakable parts, and if you get an assurance that they can be brought about in two or three years' time, would you recommend to Parliament that imported implements should be made to conform to the standards which the Canadian manufacturers of implements might agree to. Reference has been made to the Engineering Standards Association. I am not so familiar as I might be with that association, but I believe I am right in this, that if the interested parties in the formation of any standard—be it agricultural implements, automobile, or anything else—and by interested parties I mean the producers on the one hand and the consumers on the other, if they can agree that a certain standard is desirable and they set up a standard carefully defined by specification, then any manufacturer who desires to conform is directed to the Canadian Engineering Standards' Association. That association will examine it and pass upon it as to whether it does or does not conform to standard. Suppose the Canadian Engineering Standards' Association were made the arbiters as to the extent to which the wearable and breakable parts conform to the standards agreed upon by the committee representing the farmers on the one hand and the manufacturers on the other—with the Canadian Engineering Standards' Association acting as arbiter, would you not think it wise under these circumstances, to recommend that, in view of the expense that our manufacturers would voluntarily submit themselves to bring about this change, those who come into this market to compete with them should be desired to bring their implements to the same standard.

Mr. R. J. DURLEY (Canadian Engineering Standards' Association, Ottawa): Mr. Murray and the previous speaker have been kind enough to refer to the Canadian Engineering Standards' Association, of which I am secretary. I just want to say that at a recent meeting of our committee, the question of the investigation now going on with regard to the standardization of agricultural machinery was brought up, and I was instructed to convey to this committee the desire of the association to co-operate in every way and to help along in every way what is an extremely important but a very difficult piece of work. Mr. Murray is not quite correct in his statement of the objects of the association which I represent. The association, which is a semi-governmental body, has a very representative main committee on which Mr. Grisdale represents the Department of Agriculture. Its function is to carry on, or to organize just the kind of work that is being discussed here to-day. We have, for example, at the present time a committee investigating the possibility of getting a Canadian

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standard specification for incandescent lamps. There are a number of things upon which the association is engaged, but with which I will not take up the time of the committee. Having had considerable experience in standardization work, may I be permitted to give some of the results as showing the best way of carrying it on. The function of the association is really to bring about co-operation between the producers and the users. No standard arrived at in any other way is of any use. Legal compulsion for the use of engineering standards has not proved satisfactory. If a standard is good, people will use it; if not, they will not. By good I mean not only from an engineering point of view, but from the commercial point of view and the users' point of view. When a question comes up before the association which I represent and a suggestion is made for the formation of a standard specification for material or a standard set of dimensions, the dimensions for a sparking plug, or whatever it may be, our main committee begins negotiations with the various people concerned, and appoints a sectional committee on which are represented in approximately equal proportions the manufacturers and the users. These are the people who have actually to do with the technical discussion, and they find out first of all what things can be dealt with, and secondly how it is going to be done. They then divide up into a number of sub-committees, one dealing, for example, with sprockets and chains. Their recommendations will then be reported to and passed upon by the main committee. That is the way we try to do our work. We follow the method which has proved very successful during the past seventeen years in England. The British Engineering Standards' Association has been working along these lines and somewhat similar methods have been adopted by the great technical societies of the United States, such as the American Society of Testing Materials, the American Society of Mechanical Engineers, the Society of Motive Engineers, and so on. They have all arrived at standards, many of which are in use. It is really the result of conferences between the producers and the consumers. The committees, if I may say so, should not be too big, otherwise you will not get anywhere. If you have a committee of twenty or thirty people dealing with technical points, it is not a workable arrangement. The committee should be reasonable in size, consisting of eight, ten or twelve members under the chairmanship of a person not particularly tied up with either of the two parties. The work does not proceed very quickly. I would just offer a word of warning in that respect. The formulation of a satisfactory standard, even in regard to a comparatively simple thing, is often a matter of months or years, because there are so many different points that have to be taken into account by both sides. Mr. Murray, I am afraid, confused a little the objects of our association as regards the testing end of it. We are not equipped and not organized for the purpose of examining or experimenting with, or testing material or machine parts with the view of seeing whether they do or do not conform to certain specifications or requirements. The association is really for the purpose of getting agreement and formulating standards. If we had in Canada an institution like the National Physical Laboratory in England, or the Bureau of Standards at Washington, it would be the function of that body to make official tests and investigations as to whether or not a certain model complies with a certain standard specification.

Mr. BEST: Do you not think that that is something that should be done?

Mr. DURLEY: Undoubtedly some tests should be made.

Mr. BEST: Before they are allowed to go on the market?

Mr. DURLEY: There should be some public body or institution with that very function, and I understand that that will be part of the work of the projected research institute. I understand that provision is made in that project for work of that sort. The standardization of agricultural implements seems to me a work that can be done. It seems to me to be grouped under two or three heads. Some of the work will be comparatively easy, and some will be extremely difficult. Several speakers have classi-

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fied the various things that require attention. Personally, I think the first thing that should be considered is the question of fastenings, that is bolts and nuts and screws and things like that. Our experience in standardization work leads us to favour beginning with the easier things first. Our association and its committees do not favour the method of jumping right in at once into some complicated or elaborate problem of standardization when there are easier ones that are equally crying out for solution. I should suppose that in connection with agricultural implement work, the question of bolts, nuts, screw threads, the location of bolt holes and so on in various parts might well take up the attention of the committee before they go on to some more difficult or more complicated features of the work. I do not know, sir, that I should take up your time further than to say that anything that the association which I represent can do, or anything that I myself can do will be done willingly as we desire to furnish every service we can. I might add just one thing more. Some apprehension is occasionally manifested on the part of manufacturers—I do a great deal of talking to manufacturers' representatives, and some of them appear to think that the standardization work is going to interfere with freedom of design. That is not the intention at all. I had a very good illustration of that last year. I was in England and France in connection with the deliberations of the International Air Craft Standards Commission which was appointed to try to get agreement between the air forces of the various allied countries in connection with certain details of air craft. The manufacturers in England and France were worried because they thought this commission was going to try to tie them down in design, and it was feared that it would be impossible to maintain the relative superiority of their product, and so on. When the programme of the Commission was published, however, it was found that the work to be done was not of that character at all. I will give you just one illustration in connection with the propeller hubs. It was felt that it would be very awkward if an airman went from England to France and broke his propeller, and it was thought that he would not be able to get a propeller out of the French Air Service stores that would fit onto the shaft of his machine. We considered the question of how far it was feasible to have the holes in the wooden part of the propeller, the hole over the shaft end and the diameter and spacing of the bolt holes on the propeller hub agreed to internationally. I am glad to say that progress in that respect has been made which will no doubt be of importance in connection with aviation. That is only one example of the kind of work that is being done.

Mr. BEST: I think that one of the most important things this committee could recommend would be that the engineering committee have the power to examine any new machine when it is manufactured before it had been sent out. No class of people has been more deceived than the farmers. I know a binder known as the McMaster Binder which has been sold in the country. They were not good machines. The machine did not work, causing a loss to the farmer. Then there was another binder manufactured, and I put money in it. Quite a few machines were made. It was a failure, and we lost the money we put in it. I would not like to cripple or retard improvement in any shape or form in machinery, but I think one of the most important things we can do for the welfare and benefit of the farmers of this country would be to say that no manufacturer would be allowed to put any machine on the market until it had been examined and thoroughly tested, so that people would not be paying for it and have to scrap it in a few days. I think the committee should have power to say that no machine would be sold or put on the market unless the machine had proven after thorough examination to be a success.

Mr. F. S. LEWIS: We seem in a way—and perhaps it is a wise thing—to be reversing the order in which the different classes of machinery in this country have been built up. I think all manufacturers will say that they had not extended their line unless they felt there was a demand for an extension or widening of that line by the farmers, and that the farmer shares equally with the manufacturer the

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situation we find ourselves in to-day, with the wide variety of machines made and sold. I think you will all agree that the farmer is always looking for something new and some improvement in the way of machinery. As soon as a manufacturer sees that there is a demand for something, he tries to fill the order, and the result is that all over the country, in different sections, we have different machines which have arisen from the demand for slight changes, and we are not going to reverse that process. We are going to cut down the standards, and I think it would first be necessary for the Committee to feel that it would have power, after it has standardized a machine, or a part of a machine, to prohibit either the manufacture or sale, except for replacement purposes on old machines, of that discarded part, on any machine which was made after the standard was adopted. That is a pretty serious step to take, and would undoubtedly require to have the federal authority of Parliament behind it. Another point; the manufacturers I think are prepared to standardize, both in cutting down the number of machines and in standardizing parts, but you must remember that this is going to be an expensive process, because, while it has been said broadly that all this could be done without a great deal of expense, we will all have to be prepared to carry this equipment and have to make new equipment, and will have to make changes from time to time and improvements, after we feel that experimentation has made the change safe, and I think before we can do anything on standardization, we would have to go through the same process. We would have to do it gradually and feel our way, and not get the Committee, the manufacturers or the representatives of the farmers who decided on the standardization into trouble by making a change which did not work out satisfactorily. I think also, of course, from the manufacturers' standpoint, it would not be fair to have standardization forced on us and that different designs in machinery from other countries should not be allowed to come in; in other words, that they should be forced to conform with our standards. It cannot be done in one conference, and it may require the work of the Committee for months before the results suggested to-day can be accomplished.

The CHAIRMAN: Have we had sufficient discussion now to decide on future action and what step we shall take along the lines marked out here?

Mr. McCOIG: I would suggest, after listening to the remarks made by the representatives of the United Farmers and Engineering Branch and also the manufacturers, that it is not the wish of the Committee to ask for anything that is impossible, but the object of having these gentlemen present is to try and accomplish something to overcome a lot of the grievances and hardships the users of agricultural implements have to put up with. I suggest that the manufacturers who are represented here to-day will meet and consider the suggestions of the Deputy Minister of Agriculture as far as possible in regard to standardizing the repair parts which he enumerated, some of which might be standardized for next year, and it might be impossible to standardize some of them for a year or so later, on account of having large stocks of the present goods on hand. If the motion be in order, I would move that the manufacturers appoint a committee of three, to meet with the committee that you may name, to decide as to what course should be pursued along the lines of standardizing the parts enumerated by the Deputy Minister of Agriculture.

The CHAIRMAN: Would it not be better if we agreed to a common resolution that, in order to proceed further along the lines of this investigation and with the work as far as possible, a joint committee be appointed to pass that resolution, leaving the responsibility to the manufacturers that they appoint so many and the other interests appoint so many members.

Mr. McCOIG: The object is that some action be taken.

The CHAIRMAN: That would leave the matter in their hands; that is if we are unanimous on the appointment of that committee.

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Mr. RUBY: Do I understand that applies to a sub-committee of the Agricultural Committee of the House?

Mr. McCOIG: They would meet with the sub-committee, including the chairman and the deputy minister. I just throw out the suggestion, so that some action might be taken immediately on the suggestion of the deputy minister. Of course, it would take a longer time to eventually work it out.

Mr. RUBY: I would suggest that a list of the parts Dr. Grisdale submitted be sent to the Canadian Manufacturers' Association, who would in turn inform our members, and we could let you know in regard to it.

There is a matter which I think would come after that discussion—I think Mr. Lewis raised it—the question of how far the authority of Parliament would be behind these changes, whether it would be a matter for us to standardize and still leave the field wide open to other manufacturers who might come in.

The CHAIRMAN: That would be for the committee to consider. The question now is, have we gone far enough to reasonably justify the appointment of the committee?

Mr. DENIS: I think the committee is unanimous on that point. We all admit that standardization of certain parts at least can be accomplished.

Mr. KAY: It seems to me that a committee composed of some of the gentlemen here representing the manufacturers and a sub-committee of this committee might meet and see how far the manufacturers are willing to go before we recommend any action to the House.

Mr. GRISDALE: Not only to see how far they are willing to go, but how far it is practicable.

Mr. KAY: Both.

Mr. DENIS: When are we going to get an answer from the manufacturers?

Mr. KAY: My suggestion is to have a meeting to-day.

Mr. HAROLD: It was at my suggestion that the committee invited the manufacturers here, and on behalf of the committee, I would thank these gentlemen for the trouble they have taken to be present. A strong feeling was expressed here to-day, and at previous meetings, regarding this question, but the discussion on previous occasions lacked the viewpoint of the other party, and that was our idea in bringing about a joint meeting. Having been in business myself for a time, I know a great deal about the difficulties of bringing about changes, both from the point of view of engineering and from the standpoint of business. The man who has a certain type of machine recognizes the difficulty of adapting the parts of a machine of some other maker to his own. It is not so easy as it looks; in fact, it is a very difficult matter to get men who are competing against each other to agree to change certain things. We want to be practical, and I would say that at the present time it would be useless for us to consider the question of having any control over imported goods as regards standard. That may come some day, but it seems to me it is a long way off. There was another suggestion that other manufacturers should have to conform to these things; in other words, that we should be arbitrary. I do not think that that is wise or sensible at the present time. The spirit of co-operation is what we should have in view. The manufacturers can be influenced not by force but by a desire to serve as a body. They undoubtedly look upon their industry as one that has to serve. I think the manufacturers of implements will take a broader view and see how far they can go as a body in giving service to the country. I think that is the thing that is beginning to be realized all over the world, and it is a thing on which groups of people can be got together. There are certain things that they can do as a group that they could not do as individuals, and this is one of them. Any results that can be accomplished will be appreciated by the consumers and it will also have a better

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effect upon the industry than any restrictions. We have a committee already appointed, and I would suggest that it stand as a committee representing the Agriculture Committee on this question. I do not think we should ask the manufacturers at this time to formulate any definite policy, but when convenient they could have a meeting and with what they have heard to-day they might be able to work out some practical proposition which they could communicate to this committee.

Mr. J. E. ARMSTRONG: I agree with what the previous speaker has said, but I would go a step further. I think this committee should pass a resolution to the effect that we fully appreciate the fact that the manufacturers have sent their representatives here and that we respectfully ask them to have their representatives meet between now and the next session of Parliament and prepare a schedule of parts that might be standardized, comprising perhaps not the whole of the fifty that the deputy minister has suggested, but as many as they believe to be practicable; and further that they submit their propositions to the department or to the Committee on Agriculture at the next session of Parliament, when it might be possible to make a definite recommendation to the Government. I put that forward merely as a suggestion, but would move it as a motion if necessary.

Mr. DENIS: By doing that we might lose a great deal of time. With all deference to the manufacturers, I do not want the question to be settled by them, nor do I claim that it should be settled by us. Let it be settled by independent experts who can give information or an opinion upon which we could come to a definite decision.

Mr. ARMSTRONG: We are taking definite action if we adopt the means I am suggesting. If you allow these gentlemen to go away without some definite suggestion, I am afraid we will find ourselves in the same position as we have been. The manufacturers can meet the committee at next session of Parliament and submit their propositions, and it will be up to the committee and to the manufacturers to show why certain parts should not be standardized.

Mr. DENIS: What about the loss of time?

Mr. ARMSTRONG: You cannot say to the manufacturers, you have got to manufacture this part or the other, or standardize certain parts without investigation; it would not be fair to them.

The CHAIRMAN: Perhaps the course we ought to pursue is the one I suggested, to have either a sub-committee appointed by the Committee on Agriculture or a special committee to deal with this matter. We have put our views before the manufacturers and they have put their views before us. We believe it is possible to proceed along certain lines, and now we ask the manufacturers to give further consideration to this matter and to appoint at their earliest convenience a committee to co-operate with our sub-committee or special committee in furthering this work. We suggest that the committees have power to carry on the work between now and the next meeting of Parliament. Then the joint committee might be able to make a report to the Committee on Agriculture at its first meeting.

Mr. RUBY: On behalf of the manufacturers, I thank you for the hearing which you have given to our side of the case, and I desire to say that I am sure the manufacturers will be very glad to receive from a committee of this House any suggestions which they might wish to make in regard to the standardization of implements, or of parts, and to give them their most careful consideration. I do not think it would be possible for us, even if we were to meet this afternoon, to deal with it, because while there are some engineering representatives here, it is largely a matter of policy for the business executives of the manufacturers to decide. If they think it possible and agree, then it will be a matter for the engineering representatives. I am confident

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the manufacturers will give the fullest consideration to any representations made to them. Any representations of that kind may be made through the Canadian Manufacturers' Association of which we form a section.

Mr. McCOIG: I move that the same committee which was appointed to deal with the matter be continued to take it up with a committee appointed by the manufacturers.

Motion agreed to.

The CHAIRMAN: On behalf of the Committee on Agriculture I wish to express our appreciation of the manufacturers' response to our call, and our satisfaction at the conference we have had.

I think this is a beginning along the right line, and I firmly hope and believe that there are great possibilities in joint meetings of this kind, not only affecting this particular feature of the work, but many other features that directly affect the interests of the manufacturers and the great agricultural interests of the country. As chairman of that sub-committee, I should be very glad to have representatives of the manufacturers here, when you have had time to consider the matter, and you can communicate with me giving me your findings, and the list of the sub-committee you will appoint, and we will arrange a future date at as early and convenient time as possible, for the future meeting of the committee, to proceed along the lines marked out.

A DELEGATE: Will the discussion at the conference this morning be written out, and if so, would you send a copy to each of the manufacturers so that they will be able to intelligently discuss the various matters we have considered?

The CHAIRMAN: I think that is a good suggestion, and we will see that with all possible despatch each member of the committee is furnished with a copy of the proceedings to-day, as soon as it is printed.

Mr. RUBY: If one copy were sent to the Manufacturers' Association, they in turn would transmit it.

The CHAIRMAN: We will arrange that.

The committee adjourned.

PENSIONS AND PENSION REGULATIONS

Proceedings of the Special Committee appointed to consider the questions of Pensions and Pension Regulations, and all matters pertaining thereto, and to prepare a Bill dealing with Pensions for the consideration of the House.

COMPRISING

The Evidence Taken, Communications, Records and Statistics Presented and Considered in Connection Therewith,

MARCH 11 TO MAY 7, 1919.

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

J. DE LABROQUERIE TACHÉ

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1919

SPECIAL COMMITTEE ON SOLDIERS' PENSIONS AND PENSION REGULATIONS.

PARLIAMENTARY SESSION, FEBRUARY, 1919.

ORDER OF REFERENCE.

HOUSE OF COMMONS,

OTTAWA, March 3, 1919.

Resolved, That a Special Committee be appointed to consider the questions of pensions and pension regulations, and all matters pertaining thereto, and to prepare and submit a Bill dealing with pensions for the consideration of the House, and that Rule 11 be suspended, and that the following members do compose the said Committee: Messieurs Andrews, Béland, Clark (North Bruce), Cronyn, Devlin, Green, Lapointe (St. James), McCurdy, Nesbitt, Nickle, Pacaud, Pardee, Power, Redman, Rowell, Ross and Sutherland.

Attest.

W. B. NORTHRUP,

Clerk of the House.

OTTAWA, March 13, 1919.

Ordered, That the names of Messieurs Bonnell, Brien, Fontaine, Lang, McGibbon (Muskoka), and Savard be added to the said Committee.

Attest.

W. D. NORTHRUP,

Clerk, House of Commons.

COMMITTEE'S FIRST REPORT.

HOUSE OF COMMONS OF CANADA,

OTTAWA, TUESDAY, March 18, 1919.

The Special Committee on Pensions, Pension Regulations and all matters pertaining thereto, beg leave to present to the House the following, as their First Report:

Your Committee recommend that they be granted leave to report to the House from time to time; that they be empowered to send for persons, papers and records, to sit while the House is in session, to print, from day to day, the evidence taken, and that Rule 74, relating thereto, be suspended.

N. W. ROWELL,

Chairman.

OTTAWA, March 18, 1919.

Ordered, That the said Committee be granted leave to report to the House from time to time; that they be empowered to send for persons, papers and records, to sit while the House is in session, to print from day to day the evidence taken, and that Rule 74, relating thereto, be suspended.

Attest.

W. B. NORTHRUP,

Clerk, House of Commons.

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COMMITTEE'S SECOND AND FINAL REPORT

OTTAWA, TUESDAY, June 24, 1919.

Mr. Rowell, from the Special Committee appointed to consider the questions of pensions and pension regulations and all matters pertaining thereto, and to prepare and submit a Bill dealing with pensions for the consideration of the House, presented the Second and Final Report of the said Committee, which is as follows:—

The order of reference and the authority of the Committee is contained in the following resolution:—

(See Order of Reference, page iii.)

Your Committee have held twenty-nine sessions, heard and considered the evidence of twenty-three persons and received and considered sixty-two communications comprising memoranda, petitions and resolutions relating to the following subjects, namely: (a) the existing pension regulations, (b) the rates of pension payable to disabled, and dependent pensioners, (c) the alleged inadequate pensions payable to disabled members of certain Imperial Units and to the widows and children of deceased members of His Majesty's Allied Forces who are domiciled in Canada, and (d) the pensioners' living conditions as a result of the alleged present abnormal cost of living.

Your Committee have also received several complaints from pensioners and prospective pensioners which were referred to the proper authorities for investigation and report, and which, in most cases, have been either redressed or satisfactorily explained.

Your Committee, in view of the representations received from various parts of Canada to the effect that the present rates of pensions are inadequate, have obtained from officials, in charge of records, statistics relating to earnings and to the cost of living, which aided your Committee in giving consideration to the questions referred to them by this House. The statistics, in addition to the said evidence and communications, are set forth in the printed evidence hereto appended.

PENSIONERS AND PENSIONS.

The first provisions for the payment of pensions to or in respect of members of the Canadian Overseas Expeditionary Force were enacted by Orders in Council Numbers 289 and 867 of the 29th of April, 1915, which provided for the payment of \$264.00 per annum for total disability for rank and file, and a similar amount for the widows or dependent widowed mothers of those killed, and a scale of four degrees of disability (*see* Appendix 4, page 9, Special Committee on Soldiers' Pensions, 1916). As recommended by the Parliamentary Committee on Pensions in 1916, this rate of pension was increased by Order in Council Number 1334 of the 3rd of June, 1916, to \$480.00 per annum for total disability and \$382.00 per annum for widows and dependent widowed mothers, and the scale was extended to six degrees of disability. The present rate, namely, \$600.00 per annum for total disability for all ratings below Petty Officer (Naval) and rank and file (Militia) and \$480.00 per annum for widows and dependent parents took effect on the 1st of April, 1917, by virtue of Order in Council Number 2999 of the 22nd of October, 1917, and the scale was extended to twenty degrees of disability. These rates of pension and scale of disability were considered and found satisfactory by the Parliamentary Committee of 1918.

Your Committee, in view of the aforesaid representations and statistics, have unanimously resolved to commend to the consideration of this House and the Government the awarding of a more adequate pension, by bonus and otherwise, to disability and dependent pensioners; and, in obedience to an order passed by this House on the 3rd of March, last, your Committee have prepared a Bill, a copy of which is hereto appended including schedules of rates and scales of pensions for disabilities and deaths.

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PROPOSED INCREASES IN PENSIONS.

It is proposed in that Bill as follows:—

(a) That a bonus for one year of twenty per cent be added to the pensions of Privates and Corporals (Militia) and ratings below Petty Officer (Naval) who now receive \$600.00 per annum for total disability;

(b) That a bonus for one year of approximately thirteen per cent be added to the pensions of Sergeants, etc. (Militia) and Chief Petty Officers, etc. (Naval) who now receive \$637.50 per annum for total disability so as to make the amount of their pensions including bonus equal to that of a Private or Corporal or ratings below Petty Officer;

(c) That a bonus for one year of twenty per cent be added to the pensions of widows and parents of Privates and Corporals (Militia) and ratings below Petty Officer (Naval) who now receive \$480.00 per annum;

(d) That a bonus for one year of approximately thirteen per cent be added to the pensions of widows and parents of Sergeants, etc. (Militia) and Chief Petty Officers, etc. (Naval) who now receive \$510.00 per annum so as to make the amount of their pensions including bonus equal to that of the widow or parents of a Private or Corporal or a rating below Petty Officers;

(e) That the additional pension for a married member of the forces, who is totally disabled, be increased from \$96.00 per annum, as it is at present, to \$180.00 per annum;

(f) That the additional pension for the first child of a widow or the first brother or sister of a deceased member of the forces be increased from \$144.00 per annum, as it is at present, to \$180.00 per annum;

(g) That the pension for the first orphan child or orphan brother or sister of a deceased member of the forces be increased from \$288.00 per annum, as it is at present, to \$360.00 per annum; and

(h) That the addition to pension for those who are helpless and in need of attendants be increased from \$300.00 per annum, as it is at present, to \$450.00 per annum.

The increases proposed in subsections (a), (b), and (e) above set forth will apply proportionately to cases of disability of a less extent than total disability.

The additional expenditure for the present year on the basis of the existing number of pensioners will be approximately \$3,380,000.00, made up as follows:

(1) Twenty per cent bonus for one year to Privates and Corporals (Militia) and ratings below Petty Officer (Naval) and a thirteen per cent bonus to Sergeants, etc. (Militia) and Chief Petty Officers, etc. (Naval) approximately, \$1,300,000.00.

(2) Twenty per cent bonus to widows and dependent parents of Privates and Corporals (Militia) and ratings below Petty Officer (Naval) and a thirteen per cent bonus to widows and dependent parents of Sergeants, etc. (Militia) and Chief Petty Officers, etc. (Naval) approximately, \$1,500,000.00.

(3) Increased pension for a married member of the forces from \$96.00 to \$180.00 per annum, during one year, approximately, \$275,000.00.

(4) Increased pension for the first child of widows from \$144.00 to \$180.00 per annum, during one year, approximately, \$275,000.00.

(5) Increased pension for the first orphan child from \$288.00 to \$360.00 per annum, during one year, approximately, \$30,000.00.

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COMPARATIVE RATES OF PENSIONS PAYABLE IN OTHER COUNTRIES.

Your Committee have also had before them comparative tables taken from Official Records showing the yearly rates of pensions payable for rank and file (*see* pages 52-53, 230-231, and 264 of the printed evidence hereto appended), in Great Britain, Australia, New Zealand, France, United States, Italy, South Africa and Belgium. It will be observed that Canada, since the beginning of the war, has dealt more generously than the aforesaid countries, to those of her citizens who have suffered disability or the dependents of those who have been killed during service, and under the proposed scale, Canada's pensions will continue to exceed those paid by the said countries.

SUPPLEMENTARY PENSIONS.

(1) Widows and Children.—

At the outbreak of hostilities British, Belgian, French, Italian and other Allied reservists were recalled to their country's forces overseas in considerable numbers, their families remaining in Canada. Owing to the lower scale of separation allowance prevailing in those countries and applicable to the said families, assistance was given them by the Canadian Patriotic Fund (*see* Evidence of Sir Herbert Ames, page 202 of the printed evidence). According to information received from the Canadian Patriotic Fund the number of widows of such British and Allied reservists, who are domiciled in Canada, will not exceed 450, and your Committee have agreed to commend to the consideration of this House and the Government the awarding of a supplementary pension, which when added to the amount received by the said widows and their children from their respective Governments will equal the amount of pension payable to the widows and children of members of the Canadian Forces. This supplementary pension will be paid only while such widows and children continue to reside in Canada.

(2) Reservists and Other Members of Imperial Units.—

Your Committee have also considered the representations made by the Great War Veterans, the Imperial Veterans of Canada, the Grand Army of Canada, the First Degree Veterans of France, the London Chamber of Commerce, the Associated Canadians of the Royal Naval Volunteer Reserve, and by Canadians suffering disability who are now receiving a British pension only, and who were, at the outbreak of the war, also domiciled and resident in Canada, and have unanimously agreed to commend to the consideration of this House and the Government the awarding of a supplementary pension to such Imperial pensioners which, when added to the amount received by them from their respective Governments, will equal the amount of pension payable to similarly disabled members of the Canadian Forces.

According to figures submitted to your Committee, about 2,000 supplementary pensions would be granted under these recommendations. The expenditure for these supplementary pensions would not exceed in the aggregate \$500,000 per annum. The provisions made in the Bill hereto appended in respect to such supplementary pensions are contained in Sections 46 and 47.

NUMBER OF PENSIONS AND AMOUNT OF LIABILITY.

The total number of *disability* pensioners, as of the 31st of March, 1919, was 44,726 (not including wives or children) for whom the Government then carried a yearly liability of \$7,476,167.96. The total number of *dependent* pensioners, as of the same date, was 16,888 (not including children), for whom the Government then carried a yearly liability of \$9,636,939.50, or a total of 61,614 pensioners of all classes and a total yearly liability therefor of \$17,113,107.46.

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It is anticipated that an additional 36,000 pensions for disabilities will be awarded during the fiscal year April 1, 1919, to March 31, 1920, with a yearly liability of \$5,400,000 under the present rates, or \$6,500,000 under the proposed rates including the bonus.

It is anticipated that an additional 5,000 pensions for deaths will be awarded during the fiscal year April 1, 1919, to March 31, 1920, with a yearly liability of \$2,000,000 under the present rates, or \$2,400,000 under the proposed rates including the bonus.

The total yearly liability, at the present rates of pension will therefore be approximately \$25,000,000. Adding to this the cost of the proposed bonus payments and increases in pensions for married members of the forces, and for children, namely, \$3,380,000 for those on pension at March 31, 1919, and \$1,500,000 for those to come on pension during the fiscal year 1919-20, and the supplementary pensions for Allied reservists, namely, \$500,000, the total liability for this year will probably be approximately \$30,000,000.00.

The estimated total possible liability for pensions, under the provisions of the proposed Bill submitted, will not exceed \$39,000,000.00.

Your Committee in submitting the proposed Bill which they were, by order of the House on the 3rd of March, last, requested to prepare, also submit for the information of the House, a copy of the evidence taken from day to day, and do recommend that the order of reference, their report and the said copy of evidence together with a suitable Index to be prepared by the Clerk of the Committee, be printed forthwith for distribution, and also printed in the Appendix to the Journals of 1919.

Your Committee do further recommend that 300 extra copies in English and 50 in French be also printed.

MOTION FOR PRINTING OF REPORT, Etc.

OTTAWA, June 24, 1919.

By leave of the House,

On motion of Mr. Rowell, it was ordered, That the Report of the said Committee, together with the Evidence appended thereto, and a suitable Index to be prepared by the Clerk of the Committee therefor, be printed forthwith, and that Rule 74 in relation thereto be suspended. (*See Votes and Proceedings*, page 435.)

MOTION COMMENDING THE REPORT TO THE CONSIDERATION
OF THE GOVERNMENT.

OTTAWA, June 25, 1919.

On motion of Mr. Rowell, it was resolved, That the report of the Special Committee appointed to consider the questions of pensions and pension regulations, and all matters pertaining thereto, and to prepare a Bill dealing with pensions for the consideration of the House, which was presented to the House on the 24th of June, be commended to the consideration of the Government. (*See Votes and Proceedings*, page 454.)

NOTE.—For the proposed Resolutions, moved by Hon. Mr. Rowell, considered in Committee of the Whole, reported and agreed to by the House, and upon which is founded Bill Number 158, An Act to provide pensions to or in respect of members of the Canadian Naval, Military and Air Forces, who served in the war that began in August, 1914, and who were killed or suffered disability while so serving, *see Votes and Proceedings*, at pages 456-460. *See also Unrevised "Hansard"* at pages 4154-4165, 4308-4334, 4337-4348, 4414-4439, 4477-78.

See also Acts of the Parliament of Canada, Chapter 43, 9-10 George V. (1919).

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PROCEEDINGS AND EVIDENCE

PROCEEDINGS AND EVIDENCE

HOUSE OF COMMONS, OTTAWA,

COMMITTEE ROOM No. 207,

TUESDAY, March 11, 1919.

The Special Select Committee appointed to consider the question of Pensions and Pension Regulations, met at 11 o'clock a.m., the Chairman, the Hon. Mr. Rowell, presiding.

Members present.—Messieurs Andrews, Clark (N. Bruce), Cronyn, Green, McCurdy, Nesbitt, Nickle (Vice Chairman), Redman, Rowell (Chairman), and Sutherland.—10.

Upon motion of Major Andrews, Mr. McNeill, secretary of the Great War Veterans' Association, was requested to present a synopsis of the report of the executive of the Great War Veterans convention.

Mr. MACNEILL: Mr. Chairman and Gentlemen, I presume that when one lays before the Committee the views of the association I represent he is not required to deliver any address on this complex subject. I would prefer to discuss it in a conversational way and I have some concrete suggestions to make. In arriving at our conclusions, we, I think, realised that the principle of co-operation is more essential than any mere criticism, although I would like to discuss from our viewpoint, quite frankly, a number of points in connection with the regulations regarding pensions and I have, on behalf of the Association, to offer suggestions that may be of value to the Committee. I would lay before you, sir, a memorandum which has been prepared for the Government on this question by the Dominion executive of our association, enumerating a number of points upon which there appears to be general dissatisfaction, the regulations with regard to which might, in our opinion, be considerably improved and the defects remedied.

The first recommendation in this memorandum is:—

"1. That the pensions paid under schedules 'A' and 'C' should be increased.

That the increase should be fixed in accordance with the present cost of living to arrive at the amount required to secure for the pensioner a generous living wage. That the increase should apply apportionately to the allowances for dependents. That the discrepancy between the allowance for a totally disabled single man and the allowance for a widow or dependent without children should be removed."

I might state in connection with this, sir, that we find serious dissatisfaction with the present pension scale which seems to be entirely inadequate particularly with reference to the widow and the totally disabled man. I think I can fairly state that the partially disabled pensioner is quite willing to forego consideration of his case if a very substantial and generous increase were adopted for the widows of those who have fallen, and for the totally disabled man who is unable to help himself. In this connection I would like to draw attention to the discrepancy between the allowance to the totally disabled man, which is \$600 per annum, and that of the widow whose allowance is \$480. We think these allowances should be placed on exactly the same basis. In preparing this memorandum I might say the Dominion executive has had in mind the enormous demands made upon the treasury of this country at this time, and we wish

[Mr. C. G. MacNeill.]

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our demand to be entirely reasonable; yet we feel that for the widow and for the disabled man the allowance should not be an amount which provides for a mere existence only, but that it should be on a generous scale, consistent with the resources of the country.

The second point, sir, is:—

“2. That the pension granted to orphan children, as provided in section 17, is inadequate and should be increased. That equal provision should be made for children who become orphaned through the death of their mother, who was a widowed pensioner, and that pension should be continued until they reach 21 years of age.”

By the Chairman:

Q. You are now speaking of the revised schedule.—A. Yes, I have before me the revised schedule of Jan. 2, 1919. Section 17 provides for allowances for orphan children; we feel, sir, that the allowance of \$24 per month, and the second allowance of \$20 per month, and the third and subsequent allowances of \$16 per month is entirely inadequate and that the children are not, for this sum, able to obtain proper attention. I also submit to the Committee that equal provision should be made for children who become orphaned through the death of their mother who was a widowed pensioner, and that the pension should be continued until those orphans reach the age of 21 years of age. That is intended to cover the case where the widow who is in receipt of a pension dies leaving orphan children who should also receive allowances provided for orphan children. Another point we desire to impress upon the Committee is that we do not consider it fair that the orphan boys of the age of 16 and the orphan girls of the age of 17 should be left to fend for themselves, but that the pension should be continued until they reach their majority.

Q. Before going on any further, let us take up one thing at a time, what do you suggest, or have you any suggestion to make as to what the pension should be for a totally disabled man; has your association taken that into consideration?—A. Our contention is, sir, that your scale should be based on the present cost of living, as arrived at expertly by accurate statistics.

Q. Would you think there should be a uniform scale throughout Canada?—A. There should be a uniform scale throughout Canada, but that figure should be fixed or arrived at, from time to time, according to the present cost of living, the pension scale being increased or decreased according to the fluctuations in the cost of living as shown in the statistics. A fixed scale of pensions invariably causes dissatisfaction.

By Mr. Hugh Clark:

Q. You mean that if the cost of living decreased 25 per cent you would decrease the pension accordingly.

Mr NESBITT: You would have an awful row if you attempted to do that.

By Mr. H. Clark:

Q. Do you think it is practical to do as you suggest?—A. Yes, I think so. I am dealing with the first five classes, totally disabled men.

By the Chairman:

Q. Have you any knowledge as to whether this principal has been adopted in any other country.—A. Not that I am aware of, sir.

Q. Do you not think there would be very great practical difficulties in working it out? It would work alright as long as you have an ascending scale, but when the cost of living commences to descend do you not think there would be a great deal of dissatisfaction if a reduction in the pension were made.—A. There might be in certain instances, as a matter of fact there might be some dissatisfaction, but, when we advocate that the scale of pensions be fixed according to the cost of living we do not anticipate very great difficulty.

[Mr. C. G. MacNeil.]

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Q. I was wondering whether your association had considered that aspect of the case.—A. Yes, we did.

Q. What was the view of your association then, dealing with the question of decrease; take the present situation—as a matter of fact the present scale of pensions has been fixed with regard to the high cost of living and it is the expectation of everybody that the cost of living will go down; if the scale of pensions were reduced would there not be very serious dissatisfaction?—A. If the pension was adequate in proportion to the cost of living, a decrease would be possible.

By Mr. Cronyn:

Q. You start out by saying that the chief cause for complaint is the inadequacy of the pensions for totally disabled men. My impression was the other way altogether. So far as I can ascertain from enquiries I have made between the last session and this I would say that 80 per cent of the complaints with regard to pensions came from those who were getting 20 per cent allowance.—A. I am asking now that special consideration be given particularly with reference to the widows and orphans.

Q. Yes, I quite agree with you on that point; you understand that the pension of the totally disabled man is increased under the present scale, and everybody moves up in proportion. Now the average family of five receives \$1,056 per annum of total disablement.—A. That would be \$88 per month.

Q. Yes. Now, could we not get some figures from you along that line as to what an average family of five should receive as a generous living wage.—A. I have my personal opinion on the subject and I might state this that the allowance of \$88 for a family of five is not adequate under the present conditions. My personal opinion is that it should be in the neighbourhood of \$1,400 or \$1,500.

By Mr. Nickle:

Q. Do I understand you are referring now to the minimum subsistence allowance? —A. The minimum subsistence allowance; that is, striking an average of conditions throughout Canada.

Q. Have you looked into the conditions to ascertain what is the average minimum subsistence allowance, earned by the people of Canada?—A. I have statistics on that.

Q. Could you give us any opinion on that point?—A. I am not prepared to do it at the present moment; I could at a later date. If I recollect I think \$1,500 was recently arrived at by a certain investigation in reference to strikes in a certain centre.

By the Chairman:

Q. The war veterans have not set out any scale in this memorandum?—A. No, we felt that should be arrived at by experts and should be based on accurate statistics which we did not have.

Q. So far as the association is concerned it does not make any specific recommendation as to the amount?—A. No sir. I am referring now to the Dominion organization—the Dominion executive committee.

Q. Then we come to No. 2—that the pension granted to orphaned children, as provided in section 17, is inadequate and should be increased. Have you considered what the increase should be from your own view point?—A. I would simply point out that the present allowance is inadequate, and that an investigation based on statistics, as I stated before, should be made of the average conditions under which these children are required to live and a substantial increase awarded accordingly.

Q. You suggest that the pension should be continued until they reach 21 years of age. Do you not think that when young people reach that age they are able to earn their own living? Is that not the case with the girl or boy in the average home?—A. We consider they should have equal advantages with the children whose parents are alive.

[Mr. C. G. MacNeil.]

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By Mr. Redman:

Q. Might it not be better to provide educational advantages instead of giving pensions?—A. Well, possibly, but that has not been done.

Mr. ANDREWS: It was felt by the Executive I think, that these children were really wards of the Government, and that the Government are responsible to these children, to see, above all things, that they get a fair show in this regard. There is a distinct feeling in the minds of the public that the pensions are not generous and that the people are not generous. Of course the children of all wealthy people have these facilities.

The CHAIRMAN: Has it not been proven in a great many cases that it is a serious handicap to them, and that they have hardly had a chance in life?

Mr. ANDREWS: I cannot admit that education is a drawback.

The CHAIRMAN: I am speaking of having money to spend.

Mr. ANDREWS: We are not asking for that. We are spending money on an educational programme.

Mr. MACNEILL: In the regulations governing that certain qualifications would certainly have to be made. At the present time a good many boys at the age of sixteen, cut off from all sources of maintenance, are placed at a serious disadvantage, and are probably forced to discontinue their educational careers, and not many girls at the age of seventeen are prepared to earn their living.

The CHAIRMAN: Then we come to the third memorandum which states "That the Board of Pension Commissioners should be empowered, subject to the authority of the Governor in Council, to revise the basic rate of pension from time to time in conformity with the increased or decreased cost of living as ascertained by reliable and expert investigation."

Mr. GREEN: I think we have already asked those questions.

The CHAIRMAN: Then No. 4 reads "That the Board of Pensioners should be an entirely independent body free from all external influence, and responsible direct to the Government through the Minister of Finance, as provided in Sections 30-31 of the Pensions Regulations." Tell me what you had in mind there.

Mr. MACNEILL: We had in mind certain difficulties of administration apparently caused by the Regulations of the Board of Pension Commissioners coming in conflict with certain regulations of the Department of Soldiers' Civil Re-establishment. I think there should be an independent department.

By Mr. Clark:

Q. They should be under some Department?—A. Yes, the Minister of Finance.

By the Chairman:

Q. That is what you have in view?—A. Well there seems recently to be some confusion in these matters in regard to exactly where the responsibility lies and there has been a great deal of confusion in the regulations.

The Chairman (reads):

"5. That every pensioner or prospective pensioner, both at his initial and subsequent examinations, should appear before a board of three medical examiners, and that there should be attached to each district office a permanent board of not less than three fully qualified medical examiners, as many of whom as possible shall be overseas men for this purpose. That this should in no way interfere with the existing provision for the calling in of expert advice when deemed necessary, or when requested by the pensioner to do so."

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By the Chairman:

Q. Have you any comment to make as to that?—A. The present procedure is that when a man is discharged he appears before a medical board of three Army Medical Corps Officers, and the rate of disability is arrived at by that board. Unless there is a special reason, he is not required to appear before the Board of Pensions Commissioners for a period of six months. When he does reappear before a medical board, he appears before only one man, and usually his pension is reduced, with the result that he is extremely dissatisfied. We are asking not only that the first board, but that all subsequent boards should be composed of three competent medical advisers. We believe that the psychological value of this would be tremendous, and the man would be satisfied that the award arrived at would be fair.

The Chairman (reads):

“6. That there should be established in each centre a medical appeal board to whom the pensioner, if dissatisfied with his award may appeal his case and appear for examination. That this appeal board shall consist of one independent medical man who shall be conversant with the provisions of the pension regulations and the methods upon which awards are based. That he shall, when an appeal is made, call into consultation not less than two other men who are expertly familiar with the class of disability to which the pensioner is subject. That the cost of such appeal shall be borne by the board. That the award of the Appeal Board shall be final and subject to no revision, until such time as the pensioner is directed to reappear for examination in due course.”

By the Chairman:

Q. What have you to say about this?—A. We feel that it is necessary that there should be somebody before whom the soldier might voice his appeal, and that he should not be required to appear before the same board again to question his award of pension. Under the present procedure, when a man appeals his case he is permitted an opportunity of bringing before the medical board his own medical adviser. If the appeal is sustained by the board and his pension is increased the expense is borne by them; but if his appeal is not sustained, the man is forced to bear the expense out of his own pocket. We do not think that the establishment of this appeal board would result in very much more expenditure, and we feel that it would eliminate a great deal of discontent. There should be one independent medical man, a man who is familiar with the pension regulations and with the rates of disability. The two other members should be specialists who can decide as to the particular disability from which the man is suffering. We have in mind particularly tubercular cases and mental cases et cetera, which require a specialist to diagnose. When a man appeals now he has to appeal from the medical officer with whom he is dealing. In nearly every instance, or at any rate in some cases, he is reluctant to do so. Sometimes there is antagonism on the part of the medical examiner who does not like to have his decision reviewed, and this is entirely unsatisfactory.

By Mr. Sutherland:

Q. That seems reasonable, but would it not infer that the board would be an entirely independent body?—A. I do not think so. This board of medical officers would work in conjunction with the Board of Pension Commissioners. They are summoned by the Board of Pension Commissioners.

Q. They are not a board of examiners?—A. They accept the recommendation of their own medical board as regards disability, the rate and percentage of disability.

By Mr. Nesbitt:

Q. Would there not be this difficulty, if your suggestion were carried out, that it would be liable to cause a great many more appeals which would not be sustained?—

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A. I think, sir, that certain qualifications might be inserted that would eliminate the abuse of this privilege.

Q. The privilege looks to me quite right; they should not have to appear before the same board? But at the present time they have the right to appear before their own medical man and to have that medical man's recommendation for revision or review of his case.

By Mr. Nickle:

Q. They have that privilege now?—A. Yes, sir.

By Mr. Nesbitt:

Q. Well, if their own medical man is honest, and has ability, he would not recommend him to go if he was liable to pay his own expenses on account of failure?—A. The result of that procedure is that it brings the man into direct conflict with the medical examiner he had previously dealt with, and in some cases the medical man resents it. We ask that a more independent Board of Appeal be constituted.

Mr. NESBITT: That looks reasonable.

WITNESS: And that when a man makes his appeal he may appeal personally before this board.

By Mr. Nesbitt:

Q. That part is all right, but it does not look to me right to encourage appeals that are liable not to be sustained and make the Government pay the expense?—A. Consider the present method of procedure; the cost of administration in connection with the proposed Appeal Board would not be any greater. Is it not just as expensive as the procedure suggested here?

Q. The soldier has to pay if he fails—he has to pay something, I forget what it is?—A. He has to bear the expense if he consults his own medical adviser.

By Mr. Cronyn:

Q. This committee made a recommendation which was not followed under the regulations promulgated "that as far as possible the examining medical boards should be composed of a civilian physician or surgeon of wide experience, an overseas member with actual experience of war conditions and cases, and an experienced representative of the Canadian Army Medical Corps."

The CHAIRMAN: They said that that was an administrative matter. My recollection is that Mr. Archibald advised that it was not necessary to incorporate that in an Order in Council because it was an administrative matter.

By Mr. Cronyn:

Q. I was going to ask Mr. MacNeill if his executive had considered that, and if they thought it was anything of value; apparently this is the only clause dealing with medical boards?—A. That was considered by our executive, and we concurred in the suggestion that the board should be so constituted.

Mr. McCURDY: Should not the Board of Pension Commissioners be asked to send a representative here?

By Mr. Nickle:

Q. This suggests the constitution of a new tribunal to consider appeals?—A. Yes, sir.

Q. As I understand it, when a man goes up for examination, he appears before a board of three medical men who pass on him?—A. Not usually; he appears before only one medical adviser of the board.

Q. On the original examination?—A. He appears before three Canadian Army Medical Corps officers; then their findings are sent to the Board of Pension Commissioners, unless there is some special reason why the man should be consulted.

[Mr. C. G. MacNeil.]

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Q. When he comes up for re-examination, he only comes before one medical man?—A. Usually.

Q. There is no local court of appeal is there?—A. They will deal with his case and he must go before the Board, and not until he appeals to his own physician.

Q. Then there is no local board?—A. No.

Q. He obtains a certificate from his own medical man, and if there is a variation from the findings of the pension examiners then they grant him a new examination, that is it, is it not?—A. Yes.

By Mr. Hugh Clark:

Q. And the decision of that Court of Appeal would go before the Board of Pension Commissioners?—A. There is no revision until such time as he reports for examination in due course.

The CHAIRMAN (reads):

"7. That the Board of Pension Commissioners shall have power to fix the salaries of medical examiners in conformity with their ability, and that no cost be spared to secure the most competent talent available."

A. You understand, sir, that it has not been possible for the Board of Pension Commissioners to secure the very best medical talent which would be necessary to do this work properly. Partly because of salaries, and partly because, as I am informed, the Board of Pension Commissioners are bound to accept the services of men seconded for the work by the Army Medical Corps and in many cases through this method they have not obtained the best medical talent.

By Mr. Nesbitt:

Q. You mean that the medical men are not paid highly enough?—A. They are not permitted to offer sufficient remuneration to get men of outstanding ability in the medical profession. I may state, sir, that one source of dissatisfaction has been the inconsistent work of some of the medical men attached to the Board of Pension Commissioners in respect to the apparent discrepancies in the rating of disabilities.

The CHAIRMAN (reads):

"8. That pension continue to be paid to the pensioner while taking vocational training, and that the present practice of discontinuing pensions to men taking such training is detrimental to the best interests of all concerned."

A. At the present time payment of pension during vocational training is entirely cut off. We think the pension should either be deferred or paid to the man, at his option.

Q. You mean that it should be paid during the period he is doing vocational training?—A. He should receive pay and pension also.

Q. At present he gets pay and allowances from the Department of Civil Re-establishment during his training?—A. Yes.

Q. And your contention is that he should have full pay and pension also?—A. Yes. One great reason why our association is making this request is that the men are induced to re-engage with the Department of Soldiers' Re-establishment on the basis that for certain service they will receive certain pay and allowances, but as soon as they do so their pension is discontinued. We are asking that the Government should follow the principle which they are asking private employers of labour to follow, that is, the pension received by a man should not be considered when fixing the remuneration he is to receive in employment.

By Mr. Nesbitt:

Q. But the man enters upon his vocational training after he gets his discharge?—A. When he is getting vocational training he is discharged from the army.

[Mr. C. G. MacNeil.]

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Q. And he is re-attested under the Soldiers' Re-establishment Department?—A. No, he is not. He re-engages on his own volition and gets training.

Q. Well, he gets vocational training and he gets pay and allowances.—A. Our opinion is that his pension after discharge should not be affected by whatever earnings he might make, which is quite right.

The CHAIRMAN: His pension is suspended during the period he is under vocational training, and during that time he gets pay and allowances.—A. There are two different scales of pay and allowances under the Soldiers' Civil Re-establishment Department, one for men receiving vocational training, another for those taking treatment. The scale for all those taking vocational training is kept at the lowest possible minimum, so that, I understand, there will not merely be financial attractions for the man who undertakes vocational training.

Mr. CRONYN: Mr. Andrew's idea is that it would allay the complaint if the man who was getting \$35 a month pension should receive that \$35, plus whatever his pay and allowance were.

The CHAIRMAN: As I understand it, his view is that the man should receive both. If he became into the totally disabled class he would receive the full pension during the period of his education, and would receive also full pay and allowance of a man in that position.

WITNESS: Yes.

Mr. HUGH CLARK: If after starting his vocational course he is working for a private employer he draws his pay, and the employer does not reduce his wages on account of his receiving a pension, but it must be remembered he is in a different position in relation to the Government when he is receiving vocational training. The Government are not making any money out of his work while he is undergoing vocational training.

WITNESS: It should be remembered that a man who has seriously been disabled requires an additional sum to secure for himself certain comforts. I know men with certain disabilities who require special diet which they are not able to obtain when attempting to live on a vocational allowance.

By the Chairman:

Q. That is your view of it?—A. Yes.

The CHAIRMAN: Item No. 9 reads:

"That Imperial Reservists and their dependents resident in Canada prior to the war and now returned to reside in Canada, should be granted by the Government of Canada a pension, equal to the amount, if any, required to place them on the same basis as pensioners of the Canadian Expeditionary Forces."

WITNESS: We have in this country a large number of Imperial Reservists, who were Canadian citizens, who happened to be reservists of the Imperial Army. They were called to the colours at the outbreak of the war and were killed in action. The widows of those men are now required to live in Canada on the Imperial pension which is entirely inadequate under Canadian conditions. There are many instances of which I have personal knowledge, where a widow and two children are required to live on about the sum of \$28 or \$30 per month. We feel some action should be taken by the Canadian Government to supplement the Imperial pension of all those who can establish their residence in Canada prior to the outbreak of the war.

Q. Have you considered the question whether this extension you have in view, if it is extended at all, could be limited in the way you have mentioned? How about the French reservists who were living in Canada before the war broke out, or the Italian reservists who were in the same position?

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By Mr. Nesbitt:

Q. Or the Russian reservists? What are you going to do with them? Their families are here and many of their widows too?—A. We considered ourselves part of the British army, so we gave the case of the British reservists first. On consideration I agree that consideration should be given to the other if they were bona fide residents of Canada.

By the Chairman:

Q. You went into the question carefully when you first drew up the regulations?—A. Yes.

By Mr. Cronyn:

Q. Have you been able to get any figures as to those men?—A. Not as to the other reservists.

Q. Or as to the British reservists?—A. I have heard those statistics, I could secure them for you.

Mr. REDMAN: 14,000 went over.

Mr. CRONYN: The Imperial officer here, as I recall it, told us he had no means of giving us definite figures on that head.

Mr. HUGH CLARK: Is it not a fact that the Belgian reservists would be called to the Belgian colours, or the French reservists to the French colours, when the war broke out, although they were Canadian citizens?—A. Yes.

Q. Then how are you going to exclude him?—A. I do not propose to exclude him. His case will have to be considered.

By Mr. Nesbitt:

Q. Hunt up those figures and look them over, and you will be astonished at what you are asking us to do?—A. The fact remains that there is an actual need. These women and children are in our midst and are in distress and want.

By the Chairman:

Q. Assume there is the real need, the question arises whether that is chargeable to the Government of Canada or whether it is something the province or municipality should deal with. Take the Canadians who enlisted in the Imperial service, such as the Air Force and other service of that kind, what would you say as to them?—A. Yes, they have been included in this, or such was the intention.

By Mr. Redman:

Q. You have not extended this to those who are drawing pensions who are in Canada?—A. Their need is not of so much importance as that of the widows and the totally disabled men?

Q. They might say their rights were just as strong as the others?—A. If they were Canadian citizens, it is only a matter of circumstance whether they serve in the Imperial Expeditionary Force or the Canadian Expeditionary Force. They have certain claims on the Canadian Government for that reason.

By Mr. Cronyn:

Q. Supposing we do that, then we have the immigration of British soldiers with their families, pensioners, who, once they come here, at once compare the British pension with the Canadian rate. Will we not have established a precedent which it will be difficult to depart from? They will find they cannot live in Canada on the British pension?—A. It is our intention to draw the line with those who were resident in Canada prior to the war.

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By the Chairman:

Q. I presume it would be the view of your organization, would it not, that if we extended the pension system at all the first claim would be by our own Canadians who enlisted in the Imperial service?—A. Yes, sir.

Q. Then No. 10 reads:

“That the attention of the Government be again directed to the fact that constant agitation is being made by a large number of the members of the Great War Veterans’ Association for equality of pensions for all ranks of the C.E.F.”

You draw our attention to these facts, but you do not express the view of the association?—A. We appreciate the difficulty that confronts you in discussing this, and we know that this has been discussed at previous meetings of this committee, but we are well aware of the fact that the distinction between civilians of former military rank is particularly obnoxious to the average Canadian citizen, particularly as this is followed in the distribution of other post-war benefits, as, for instance, certain scales of pay and allowances mentioned in the next clause.

Q. If you do not feel like answering it, do not do so, but do you think the officers in the C.E.F. would be willing to accept equality of pensions, or would they contend that when they enlisted and went overseas it was on a basis of a scale of pension allowance in excess of that being paid to the privates?—A. My experience has been that the average officer is in favour of equality of pensions. I find in gatherings of veterans from this war that this measure was strongly supported by men who held commissioned rank in the C.E.F. Some of the most ardent supporters of this suggestion are officers.

By Mr. Cronyn:

Q. How about dependents and widows of those who died?—A. That is the difficulty.

By Mr. Nesbitt:

Q. Another difficulty is the fact they were promised a pension by the Regulations before they went overseas?—A. The average citizen does not understand, does not know, or cannot appreciate the fact that this pact ever existed, particularly as the old Militia Regulations provided pensions for commissioned officers at very much lower rate than that awarded a private in the present war.

Q. I do not think the officers’ pensions have been raised at all?—A. I understand the old regulations of the permanent force fixed the pensions originally.

Mr. CRONYN: I think that should be cleared up, because the point is brought up again and again, and the question is asked, was there an officers’ pension scale when the first contingent sailed?

Mr. NESBITT: There certainly was.

The CHAIRMAN (reads):

11. That the discrimination whereby former members of the C.E.F., who are taken on the strength of the Department of Soldiers’ Civil Re-establishment for retreatment, should receive pay and allowances in accordance with their former rank be immediately removed. These men are civilians, and there should be no difference either in their treatment or in the scale of pay which they receive.

By the Chairman:

Q. Would you please explain that; I do not quite understand it?—A. A man suffers from a recurrence of disability contracted on active service, and applies to the Department of Civil Re-establishment for retreatment and receives pay and allowances in accord with his former rank in the C.E.F. Here you have a ridiculous situation, a group of civilians gathered together in a civilian institution with a distinction made between them as regards former military rank. A lieutenant, no matter what his present civilian position may be, goes into hospital, and is put into a special ward,

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with a special nurse to attend to him; whereas a private, perhaps from the same office, and from the same social sphere, is sent into the general ward and receives a private's scale of pay and allowance. We particularly object to that distinction, that is, of former military rank among men who are, strictly speaking, civilians.

Q. Under the Soldiers' Civil Re-establishment scheme, the scale of pay allowances is based wholly on the former rank?—A. Yes, sir, that is for treatment.

Q. How about those who are there for re-education?—A. The scale has been equalized. I do not think this has any particular bearing on the work of your committee, but it was inserted for your attention.

The CHAIRMAN (reads):

12. The clause 16 should be amended to provide a pension for a widow and children at the death of the pensioner, even though the marriage may have been contracted after the disability has been incurred. Providing that the marriage shall have been contracted within two years of the date of discharge.

By the Chairman:

Q. Don't you think that this would lead to grave abuses? Perhaps it is not fair to ask you to say so.—A. I do not think so; the fact is that many pensioners have married subsequent to the date of having received their disability, and have left a widow and children in want and distress.

By Mr. Nickle:

Q. Take the case of a total disability, say, of a man with tuberculosis, who knows he is only going to live for three months or so—that is the estimate—and he marries a widow with eight children; do you think the country ought to pay for that widow and her eight children?—A. I think that is rather an exaggerated case.

Q. It is upon exaggerated cases that we must judge the principle and the results. What do you say as to that?

Mr. CLARK: There are over three hundred widows in the United States still receiving pensions for the war of 1812.

The CHAIRMAN: Mr. Nickle asked Mr. MacNeill a question which I think he can answer?—A. I will admit that such a regulation would admit of certain abuses but, I do not think those abuses would be of any great importance. The general feeling was that these marriages should be recognized and that if death subsequently occurs these women should be entitled to be considered as wards of the State.

The CHAIRMAN (reads):

"13. That the dependents of any man who has seen active service on a belligerent front, and who dies within 6 months from date of discharge from any cause whatsoever shall receive a pension."

A. In preparing that clause we had in mind the fact that the majority of men suffer seriously lowered resistance, and when after convalescence they re-enter civilian life their vitality has been lowered to such an extent as to render them much more susceptible to various diseases. Furthermore, it is extremely difficult when death occurs subsequent to discharge to establish the fact that the death was directly due to disability incurred on service. In a large number of cases we have experienced that difficulty.

Q. Why do you place six months as the limit?—A. We consider that at the end of six months the man is fully capable of passing under his own control with regard to his own health.

By Mr. Nesbitt:

Q. You have to fix some time as a limit?—A. Yes, and 6 months was the limit fixed.

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The CHAIRMAN (reads):

"14. That clause 9a which provides for the discontinuance of pension upon re-enlistment, should be deleted."

By Mr. Nickle:

Before leaving Clause 13 I would like to know if, under that clause, a man were walking across the street five months after his discharge and was killed by a runaway horse it is your contention the country should pay a pension?—A. Yes. We take that stand; in a great majority of cases the death is due directly or indirectly to injuries received while on service. Here is a case where a man died with influenza, after discharge, where it was claimed that his death was really caused by heart lesion brought on by service; in the case I am referring to the man contracted influenza and he died very quickly, as his heart gave out; there is no doubt that the weakness of heart was the result of the disability received in service.

Q. Do you think the country should pay a pension to the widow of any man who got killed while going down an elevator?—A. Yes, if within 6 months.

Q. Or if a man were working on a farm and somebody stuck a pitchfork into him?—A. Yes; I understand that the Government are considering free medical treatment for one year subsequent to discharge and I think the same principle applies in this case, but we have here shortened the period to 6 months.

The CHAIRMAN (reads):

"14. That clause 9a, which provides for the discontinuance of pension upon re-enlistment should be deleted."

Clause 9a of the new regulations which you refer to in this recommendaion is as follows:—

"A pension shall be discontinued upon the re-enlistment of a pensioner as a member of the forces in the expeditionary or naval forces. His case, upon redischage, shall be considered anew as if his service had been discontinuous from his first enlistment, provided, that after redischage no pension shall be awarded in respect of any disability which is not the result of service incurred whilst not a member of the forces while in civil life."

A. That would not apply to a very large number of men, but there has been a proportion of cases like that.

The CHAIRMAN (reads):

"15. That should a man, who is on the strength of the D.S.C.R. for treatment die from any cause whatsoever, his dependents shall receive a pension."

Why?—A. We claim that if a man has been received on the strength of the D.S.C.R. it should establish his claim for pension.

Q. Is not his claim for pension determined before he enters the Soldiers' Civil Re-establishment, upon his discharge from the army?—A. Yes, but he might die from some other cause while accepting treatment for disability.

Q. Do you think he is any more likely to die while under treatment than he would be if he had not entered?—A. There have been men who entered Soldiers' Civil Re-establishment institutions for treatment, whose wounds have reopened or something of that kind, and while there, possibly contracted influenza or some other disease and died while under medical treatment; in that case his dependents should receive pension.

Q. Why should the dependents of a man who is receiving treatment be placed in a better position than the dependents of a man who does not take treatment as he would be under this proposition?—A. If a man is taken on the strength and admitted

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to an institution of the Soldiers' Civil Re-establishment he, generally, is in a very serious condition, otherwise he would be classed as an out-patient or given casual treatment.

Major CORISTINE: My understanding is that in certain cases a man is discharged directly into the I.S.C. from the army and in other cases he has been kept on the C.E.F. strength for treatment.

WITNESS: Yes, that is the case.

The CHAIRMAN: (Reads.)

"16. That a fund should be established to provide for the burial of a pensioner whenever necessary."

Mr. ARCHIBALD: In the new Act there is a provision that if the man died as the result of service the Government should pay his funeral expenses up to \$100, provided he did not leave an estate which was sufficient to defray the cost of burial.

WITNESS: Only for the period during which the men received war service gratuity has the Government been paying burial expenses, during the six months subsequent to discharge.

By Mr. Cronyn:

Q. Which really comes out of the gratuity?—A. Yes.

By Mr. Andrews:

Q. Is it not a fact that the Great War Veterans' Associations are handicapped by having to pay these expenses?—A. During the recent epidemic of influenza our branches were nearly ruined endeavouring to meet the burial expenses of pensioners who died without friends and without any estate. We have been put to an enormous expense in this regard, and we feel there might be some way in which the pension might be commuted to meet the funeral expenses. I would like to reiterate what I said in regard to men who die six months from date of discharge. I think that clause is particularly important. Very many men contracted ailments on active service, and were sent back to rest camps from the trenches, probably with rheumatism or some similar complaint, not serious enough to cause them to be sent to the base hospital. Frequently no record is made of that particular disability on their medical history sheets. They endure this patiently and are probably discharged, and may omit to draw to the attention of the medical examiner upon discharge that they have suffered at intervals from this particular disability, and attempt to earn their own livelihood. Six months after discharge this ailment may develop and as there is no record on the medical history sheets of this disease, they cannot establish claim to pension. Although I admit there are many cases where it would seem to be subject to abuse, yet as a general measure of justice, striking an average of all such cases, in order to provide for many cases where hardship is caused, we are asking that this proposal be adopted. You may find it advisable to insert several qualifications in this clause, but we would strongly advocate the principle embodied therein.

Q. Would you mind telling us who were present when these conclusions were arrived at?—A. A representative from each province in the Dominion, and they had before them the various resolutions which had been forwarded to the Dominion office by our various branches. They made an attempt to consolidate these on this memorandum, dealing of course only with the general principles involved and with what were considered to be the most important.

By Mr. Cronyn:

Q. With reference to clause 1 in regard to raising the pension for disability, whether that should be reasoned on the basis of the man or his family, do you think it would be wiser to increase the single man's total disability to \$900 and leave the wife

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and children as they are, or should the raise be in the amount paid to his wife and his children? Do you get my point?—A. No.

Q. If you increase single men, you increase everybody. The question comes up squarely. If \$600 is a sufficient allowance for a single man, totally disabled, but not helpless, then should we increase the allowance to the wife and children?—A. To begin with, we consider the \$600 is not entirely adequate, but we lay particular stress on the need of the women and children.

Q. Any increase might be considered partly an increase to the single man and partly an increase to the wife and children?—A. Yes.

By Mr. Nickle:

Q. What do you mean by the recommendation that equal provision should be made for children who become orphaned through the death of their mother?—A. The intention, I think, in view in preparing this clause was that the pension formerly awarded to the widow should be divided equally among the children.

By Mr. Nesbitt:

Q. As well as their own allowance?—A. Yes.

By Mr. Nickle:

Q. Supposing a man died leaving one child, that wife having died the child would get \$24 under the present regulations?—A. Yes.

Q. Supposing he died leaving a widow and one child, and the widow died one day after the death of the man, that child would get \$52?—A. Yes.

Q. Do you think you can justify that?—A. I do not think the \$52 is an unreasonable amount.

Q. Then if it is not, the other child should also get \$52 instead of \$24? I put it in this way: A dies leaving a child; the child's mother being dead, that child gets how much?—A. \$24.

Q. A dies leaving a wife and one child, the wife following him in death one day after, that child would get \$52. How do you justify paying \$24 to one and \$52 to another?—A. We are asking for an increase. We say they should be equalized.

Q. You say the allowance to orphan children is too low?—A. Yes.

Q. Your recommendation would hardly work out the remedy?—A. I see where the discrimination occurs, but at the same time we are asking an increase of the allowance to orphan children. I would not attempt to justify any inequalities between the allowances. Probably the wording of this has caused a slight misunderstanding in that regard.

Q. The allowance for double orphans is too small?—A. Yes.

Q. And how that is to be worked out is a matter of administration?—A. Yes.

Q. What is the reason of transferring pensions over to the Minister of Finance?—A. We have been led to believe that the Board of Pension Commissioners is more or less hampered. There seems to be a conflict and confusion in regulations, through the interlocking of the regulations of the Pension Commission with those of the Soldiers' Civil Re-establishment Department. There have been, for instance, different and confusing arrangements with regard to the payment of pensions to a man receiving vocational training. We are asking simply that the Board of Pension Commissioners have more latitude and be responsible to the Government through the Minister of Finance, and that they generally should have more latitude in dealing with pensions.

By the Chairman:

Q. Would this be a fair interpretation of your view, that because of the action of the Soldiers' Civil Re-establishment Department this regulation has been made whereby the pension is discontinued during the period of training, and if it were removed to the Department of Finance you think the pension would not be discontinued?—A. I would rather not place that view on record.

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By Mr. Nickle:

Q. You think if the Minister of Finance had it, it would be his only child and it would be well looked after; that is in relation to the soldier?—A. I am trying to look at it from the point of view of the average soldier. We would like to consider that as something apart from the activities of the Department for Civil Re-establishment. We think that the psychological value of such a system would be very great.

By Mr. Nesbitt:

Q. Have you many complaints as to the educational training not being continued long enough to enable a man to learn a trade? Suppose that a man is in the course of learning a trade, and is cut off; have you many complaints of that kind?—A. Yes, Sir, quite a considerable number have complained in that regard. The average length of the course at present is about seven and a half months. We do not ask for a general increase in the length of the course, but we ask that the length of the course be made more elastic to more definitely determine that the man at the completion of his training will be as efficient as possible.

Q. If he is anxious to go on, you recommend that his training be continued?—A. Yes, sir, within certain reasonable limits.

Witness retired.

Mr. NICKLE: Mr. Cockshutt has a case to place before the committee.

Mr. COCKSHUTT: I have had a great deal of correspondence during the war with various departments, and during the first four years the storm centre was the Pay and Separation Allowance Department. Since then, and particularly within the last year, the Pensions Board has been the storm centre. What we complain of in Brant County is the injustice and unequal distribution of positions. I am sorry to have to use such a strong word, but this committee is not responsible, and I know that you are trying to get at the bottom of things. Recently, the President of the War Veterans' Association, who resides in Brantford, and who served at the front I think, about two years, wrote to the Pensions Board in connection with eight cases, but for some reason or another they refused to give them to me, so I was unable to straighten them out. Finally, I got one straightened out, but they have declined to give me the other cases because they think they can bring more pressure to bear as a body than through an individual member. In my judgment, some of the reductions made in these pensions were most ill-advised. Who were responsible, I cannot say; but I do think that they were extremely ill-advised. One case in particular was, I think, hardly dealt with, that of a man who was permanently wounded at the front some three years ago with the result that he had one leg two inches shorter than the other. That man was incapacitated for life, and still his pension was cut down, I think more than one-half. I consider that case one of gross injustice to the man.

The CHAIRMAN: Do you know the name of the man?

Mr. COCKSHUTT: Sergeant Standridge; I have not got his number. It is all on record, for I have had a great deal of correspondence with the board, and they have all the particulars. However, I think that case has been adjusted, and I only mention it, along with the others to show that there is extreme dissatisfaction on the part of the War Veterans with the way in which certain cases have been dealt with. I think that if we are going to err we should err on the side of liberality; that is the only thing that the country will excuse. The reduction was made as a result of an examination in the city of Hamilton, and I believe the examination was by one medical man which, I contend, is not enough. Where the men are well known in their native town, there are eminent medical men on the ground who can judge the cases

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better than a medical man who just sees the case for a few moments, and passes his judgment upon it.

Mr. NESBITT: Would the local man not be liable to be prejudiced in favour of the case?

Mr. COCKSHUTT: I would grant him the benefit of that. I have known one or two cases where they were prejudiced against the man. I had one case in which the pension was taken away because the man's own medical adviser said he was not entitled to it, and he did not like to see anybody else accepting the case. I think it was a bit of spite; I am sorry to have to say that. A man re-appears before one medical officer; in my judgment one is not sufficient. Where the medical man is not familiar with the history of the case, I think he is liable to fall into serious error. This is a special case which I desire to bring before the Committee, and with your permission, Mr. Chairman, I will read the letter which I addressed on March 6, 1919, to the Chairman of the Pensions Board: (Reads.)

"Dear Sir,—A year or two ago I took up with you the case of Mrs. A. G. C. Thompson, of Fredericton, N.B., and formerly a resident of Brantford, who lays claim to a pension on the ground of the loss of her only son, Lieut. Cyprien Thompson.

At that time, you stated that the provisions of the Pension Act did not allow of the favourable consideration of her claims, but now that I understand that these provisions have been modified, it appears to me that Mrs. Thompson is qualified to receive a pension. The only ground, apparently, on which it was denied formerly was that Mrs. Thompson was in temporary employment in the B. and A. Bank, and earning sufficient to support herself. This, however, cannot continue indefinitely, as Mrs. Thompson is advancing in years, and inasmuch as her only son was killed in action, it appears to me that she has excellent grounds for expecting the country will do something in the way of assistance to her. The son was very young at the time of his enlistment, and therefore, was only on the threshold of life, but the fact that he had done little, if anything, up to the time of his enlistment to support his mother was no reason for the belief that he ultimately would not be her only support, as I think there was every chance of him being.

I therefore ask you to take Mrs. Thompson's case again under your advisement, and see if something cannot be done promptly to assist her in the way of support during her declining years. I believe you are already pretty well posted with regard to her position, and I do trust that some reasonable assistance will be granted to her.

I remain,

Yours very truly."

I have only received this morning a reply which is dated 8th March, as follows:—

"W. F. Cockshutt, House of Commons, Ottawa, Ont.

Lieut. C. A. Thompson,
R.R.C.R., C.E.F.

Sir,—I have the honour, by direction, to acknowledge receipt of your letter of the 6th inst., having reference to the pensionable status of the marginally named.

2. I have been directed, in reply, to advise that inasmuch as Mrs. Thompson is in receipt of the sum of \$875 per annum her case cannot be considered under any clause of the amended regulations at the present time.

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3. Enclosed herewith please find copy of this Board's letter to Mrs. Thompson under date of the 18th ult., which is self-explanatory.

4. In the meantime it is regretted that no further action is indicated.

I have the honour to be, sir,

Your obedient servant,

STANLEY B. CORISTINE,

Secretary, Board of Pension Commissioners for Canada.

This is the letter which was sent Mrs. Thompson, dated February 18, 1919:—

"Mrs. Alice G. C. Thompson,

776 Queen street,

Fredericton, N.B.

No. 23071, Lieut. C. A. Thompson.

Madam,—I have the honour, by direction, to inform you that your claim for pension was recently reconsidered by the Commissioners who sustained their decision which was previously communicated to you, that pension is not, at present, indicated, owing to the fact that you were not dependent upon your deceased son to the extent required by the Pension Regulation to entitle you to pension.

If, at any time, your earning capacity is decreased by reason of age, or increasing infirmity or should your income be reduced for any other reason, if you will kindly advise our St. John District Office, which is located at 43 Canada Life Building, St. John, N.B., of the circumstances, your case will be given further consideration.

I have the honour to be, Madam,

Your obedient servant,

The Secretary, Board of Pension Commissioners for Canada.

Per A.M.B."

Now that, Mr. Chairman, constitutes in brief the case I have had in hand for over two years and Mr. McLeod has done great deal on behalf of Mrs. Thompson and I consider the whole statement very bad, and not to the credit of the Pensions Board; I cannot view it in any other regard. Mrs. Thompson was left a widow many years ago with a son of 12 years of age; by means of very great struggling she succeeded in educating this young man and he was on the threshold of life when he enlisted. Because Mrs. Thompson had done work in the bank, which she never had to do in her whole life before, since the death of her husband and had been able to eke out a living for herself and educate her son she is denied any recognition whatever by the Pensions Board.

The CHAIRMAN: What is the clause of the Pension Act covering that case?

Mr. COCKSHUTT: It is a matter of regulation, but in applying the regulation you do a very great injustice in depriving people who it seems to me are entitled to consideration. The Pension Act should be so ordered that the regulation should not always govern when it is going to do a very great injustice to any individual.

Mr. HUGH CLARK: Was this under the Act?

Mr. COCKSHUTT: Yes, this letter said it was in conflict with the regulations and therefore she could not receive anything under the regulations because she is receiving \$875 from the bank. Her son was only 20 when he was killed and she had put him through the university—it was a great struggle for her to do so—and he was her prospective supporter for all her natural life. Yet because she is in receipt of a revenue of \$875 which she earns by work she was never called upon to do during her husband's

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lifetime—she is a well-educated woman, full of pluck and go—and I do say if that is the best this country can do, where a woman sacrifices her only son, the light of her life has gone out, in that way, and she is not to be considered because she is able at the present time to earn enough to maintain an existence, it is not very creditable. I feel very strongly in this case and would not have appeared here had it not been for that fact. Mr. McLeod has had this matter in his hands for over two years; I know this lady very well as she formerly lived in Brantford. I am told this is not an isolated case, that there are many of them; I am sorry if there are and I will be surprised if the moral opinion on this question does not rise up and do justice to suffering humanity without any regard to what others may say. I say this is a case of suffering humanity where a woman has to go and toil to the end of her days because this country has accepted the service of her only son and because she is now earning a little money she is denied any support from the Government. It seems to me this is a case that should be taken under advice. I for one feel, that if there is any department in this country that should err on the extravagant side—I say the extravagant side if necessary—I say it is this matter of distribution of pensions. I cannot speak too strongly, knowing many cases in our own part of the country, and I would like to impress upon the Committee, with all the seriousness I am able to bring to bear, that I trust that you will advise such cases as these be looked after. It is up to the country to attend to it. It might be stated that because the father of a young man who had fallen could pay these expenses, the country should not be called upon to pay it, and in the same way it might be contended that if this woman is able to earn a little money, the country should not pay it. If the widow were to throw up her hands and sit down in her house and do nothing, I suppose the country would pay for these things. This woman has pluck and energy and when her only son has gone from her she is denied relief for evermore. I think there is an injustice in such a case as this and I say that it deserves your serious consideration.

Mr. NICKLE: When Mr. Cockshutt states that she is denied relief for evermore, that is not correct. I endeavoured to explain to Mr. Cockshutt this morning while this was one of many cases, yet I thought the decision of the Pension Commissioners was in line with the regulations as they exist, whether or not those regulations are correct. That is a matter of policy, not of administration, and in the event of this lady being unable to continue the work she is now doing, then the Pension Commissioners on the ground of prospective dependency but in the sphere of their authority, are bound to reconsider the case and grant this woman the pension to which she is entitled.

Mr. COCKSHUTT: What would be the result if she dies in harness? Mrs. Thompson may struggle at her desk until she dies, and I think I am justified in saying forever, because if death carries her off before she makes further application for pension then it is forever more.

Committee then adjourned until 11 a.m. to-morrow.

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HOUSE OF COMMONS, OTTAWA,
COMMITTEE ROOM No. 117,
WEDNESDAY, March 12, 1919.

The Special Committee appointed to consider the question of Pension and Pension Regulations met at 11 a.m., Mr. Nickle in the chair.

Members present.—Messieurs Andrews, Clark (N. Bruce), Cronyn, Green, McCurdy, Nesbitt, Nickle (vice-chairman), Redman, Ross, Rowell (chairman), and Sutherland.—11.

The CHAIRMAN: I have a communication from Mr. Mackie, M.P., of Edmonton, with enclosures, which I desire to place before the committee. The enclosures read as follows:—

“Edmonton, Alta., Jan. 9th, 1919.”

“Dear Sir,—In connection with the pensions paid to the widows of soldiers who enlisted in the Edmonton district, and whose widows are still residents of this city, I wish to draw your attention to the fact that in my opinion, based upon the experience I have gained in my present office and before obtaining the same, it is not a fair adjustment of pensions to attempt to pay to widows raising families in such western cities as Edmonton, the same amount as is paid to those similarly engaged in Eastern cities. The cost of raising a family here is different in every way, and the actual figures for rent and their fixed charges does not express the actual difference when it comes to raising a family during the entire year.

“The enclosed schedule was carefully prepared and carefully gone over and the figures were corrected by officials of the city, and very few changes were even suggested, as it was found that those who prepared the schedule in the first instance had been very careful to ascertain the exact prices of the materials referred to.

“I am giving you this information in the interests of a readjustment of pensions to war widows, and I have suggested to some of them that they prepare a petition supporting from their own viewpoint the material contained in this letter and in the schedule.

“I will be glad to place at your disposal any machinery we have in the City Hall to go further into this matter, if by so doing, I can assist you in placing before the proper authorities the true conditions of the city of Edmonton and the people dependent upon the Pensions Fund for subsistence, who are residents here.

“Trusting you will accept this letter and the enclosure in the spirit in which it is written, and with an eye single to doing justice to the widows of soldiers in whose interests it is written.

“I am,

“Yours very sincerely,

(Sgd.) “Joseph Clarke,
“Mayor.”

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*"Petition of Widows of Deceased Soldiers to the Government of the
Dominion of Canada, Ottawa.*

"Edmonton, Alta., Jan. 10th, 1919.

"Gentlemen,—The petition of the undersigned residents of the city and district of Edmonton humbly sheweth:—

"1. That the husband of each and every one of the undersigned enlisted in His Majesty's forces for overseas, service from the Edmonton district, and was killed while so serving His Majesty the King.

"2. That the attached letter of the Mayor of Edmonton, with the schedule therein referred to, also attached, contains a fair statement and estimate of the cost of maintaining a family in the Edmonton district, and is attached to this petition for the purpose of supporting an application of your petitioners for an increase in the amount allowed as under the pension rules of the Dominion of Canada.

"And your petitioners in duty bound will ever pray for the serious consideration of the petition herein and for the immediate granting, of at least a portion, of the relief petitioned for.

SCHEDULE OF THE COST OF LIVING.

For one year for a family consisting of four persons, one adult (widow) and three children, based on the prevailing price of commodities in the city of Edmonton, in the fall of 1918.

Fuel—		
Coal, 14 tons at \$5 per ton	\$70 00	
Wood, 4 loads at \$4.25 per load	17 00	
Light and Water—		
Electric light at \$1.25 per month	15 00	
Water, at \$1.50 per month	18 00	
		\$120 00
Clothing for Widow—		
1 winter suit	\$45 00	
1 winter coat	35 00	
1 winter hat	10 00	
1 pair winter boots	7 50	
1 pair summer shoes	7 50	
1 pair overshoes	2 00	
2 winter woollen petticoats at \$3 each	6 00	
1 pair winter mittens	3 00	
2 suits woollen underwear	9 00	
4 pairs winter stockings at 75c. each	3 00	
1 summer dress	25 00	
3 suits summer underwear at \$2	6 00	
6 waists and blouses at \$3	18 00	
2 pairs of corsets at \$6	12 00	
2 summer petticoats at \$3.50	10 50	
6 collars at 15c.	0 90	
Neckwear, ribbons, etc.	6 00	
4 pairs summer stockings at 75c.	3 00	
2 pairs gloves at \$1.50	3 00	
1 dozen handkerchiefs at 25c.	3 00	
1 summer hat	10 00	
1 pair rubbers	1 35	
2 suits of clothes, \$11.25	\$22 50	226 75
Clothing for Boy Attending School—		
2 caps, 75c. each	1 50	
3 pairs of boots at \$5	15 00	
6 collars	1 00	
4 ties	1 00	
4 suits of underwear	8 00	
1 pair overshoes	1 25	
1 pair rubbers	1 00	
1 overcoat	15 00	
1 sweater jacket (woollen)	3 00	
8 pairs of stockings	4 00	
4 shirts at 95c. each	3 80	
2 pairs of winter mittens, \$1	2 00	
2 pairs of braces at 25c.	0 50	
Miscellaneous school requisites		79 55
		15 00

APPENDIX No. 3

SCHEDULE OF THE COST OF LIVING.—Continued.

Girl Attending School—		
Clothing same amount as boy.. . . .	.....	\$79 55
School requisites.. . . .	.....	15 00
Child—		
Clothing necessities for year say .. . . .	.....	27 00
Provisions—		
Bacon, 3 lb. per week, 45c. lb.. . . .	\$70 20	
Lard, 1 lb. per week, 35c. lb.. . . .	17 20	
Flour, 3 sacks at \$6.50, 98-lb.. . . .	19 50	
Bread, 2 loaves per day, 10c. per loaf (per year)..	75 00	
Sugar, 3 lb. per week, 12½c. per lb.. . . .	19 50	
Coffee, ½ lb. per week, 45c. per lb.. . . .	11 70	
Tea, ½ lb. per week, 50c. per lb.. . . .	13 00	
Rice, 1 lb. per week, 12½c. per lb.. . . .	6 50	
Cheese, 1 lb. per week, 35c. per lb.. . . .	17 20	
Can corn, 1 can per week, 15c.. . . .	7 80	
Can beans, 1 can per week, 15c.. . . .	7 80	
Can peas, 1 can per week, 15c.. . . .	7 80	
Can tomatoes, 1 can per week, 23½c.. . . .	11 70	
Butter, 3 lb. per week, 50c. lb.. . . .	78 00	
Eggs, 2 dozen per week, 40c. dozen.. . . .	41 60	
Potatoes, 1 bushel per month, \$1.50 bushel.. . . .	18 00	
Prunes, 1 lb. per week, 15c. lb.. . . .	7 80	
Apricots, 1 lb. per week, 22½c. lb.. . . .	11 70	
Peaches, 1 lb. per week, 15c. lb.. . . .	7 80	
Apples, 1 lb. per week, 17½c. lb.. . . .	9 10	
Beans, 1 lb. per week, 18c. lb.. . . .	9 35	
Breakfast food cereals, 5c. per day.. . . .	18 50	
Cornstarch, 1 lb. per month, 12½c. lb.. . . .	1 50	
Sage, 1 lb. per week, 12½c. lb.. . . .	6 50	
Shredded cocoanut, 1 lb. per month, 30c. lb.. . . .	3 90	
Baking powder, ½ lb. per month, 25c. lb.. . . .	6 50	
Laundry soap, washing powder and bluing.. . . .	12 00	
Soda crackers, 1 lb. per week, 16½c. lb.. . . .	8 50	
Canned salmon, 1 can per week, 25c. can.. . . .	13 00	
Milk, 1 quart per day, 10c. quart.. . . .	36 50	
Cabbage, 1 lb. per week, 6c. per lb.. . . .	3 10	
Turnip, 1 lb. per week, 6c. per lb.. . . .	3 10	
Carrots, 1 lb. per week, 6c. per lb.. . . .	3 10	
Beets, 1 lb. per week, 6c. per lb.. . . .	3 10	
Lettuce, 10c. per week, 17 weeks.. . . .	1 70	
Radishes, 10c. per week, 17 weeks.. . . .	1 70	
Fresh fruits, apples, oranges and lemons, week, 50c.	26 00	
Fruits and sugar for preserving.. . . .	20 00	
Pickles, ½ pint per week, 15c. a pint.. . . .	3 90	
Meat for family, 40c. per day.. . . .	146 00	
Pepper, 2½c. per week.. . . .	1 30	
Matches.. . . .	1 00	
Catsup and sauces, 15c. per week.. . . .	7 80	
Vinegar, 1 pint per month.. . . .	1 80	
Ginger, nutmeg and spices, 5c. per week.. . . .	2 60	
Salt, 5c. per month.. . . .	0 60	
Mustard, per year, three large tins.. . . .	2 25	
		\$01 50
Sundries—		
Renewal of household furniture, pots, pans, etc..	\$80 00	
Life insurance.. . . .	30 00	
Union dues.. . . .	12 00	
Insurance on furniture.. . . .	3 00	
Accident insurance.. . . .	12 00	
Street car fare for family, 50c. per week.. . . .	26 00	
Daily paper.. . . .	5 20	
Donation to church.. . . .	13 90	
Doctor and medicine for family say.. . . .	25 00	
Dental work for family say.. . . .	10 00	
Two per cent of wages to war funds, 40c. per week..	20 80	
House rent, five rooms.. . . .	150 00	
		387 00
		\$1,751 35

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No enumeration has been made in this table for pleasure or recreation, such as theatre, concert or excursion, nor for laundry or hair-cutting nor watch repairs or jewelry and many other incidental needs required in the house which could reasonably amount to an additional \$10 over the above table.

Mrs. I. Waring.
 Mrs. D. Saper.
 Mrs. Annie Britton.
 Mrs. T. Shaw.
 Mrs. Lily Soley.
 Mrs. Lucy Janes.
 Mrs. M. S. Methven.
 Mrs. Annie G. Smith.
 Mrs. M. S. Webster.
 Mrs. C. B. Lavers.
 Mrs. E. Green.
 Mrs. E. R. Alexander.
 Mrs. E. G. Aveny.
 Mrs. A. Strachan.
 Mrs. Y. Adamson.
 Mrs. S. J. Lessery.
 Mrs. E. S. Dawson.
 Minnie Davis.
 E. Jeandron.
 A. McNaughton.
 B. Stauffer.
 J. D. MacDonald.
 Mr. E. R. Cox.
 Mary Jane McVicar.
 Sophie Rees.
 Mrs. E. J. Hodgson.
 Mrs. H. M. Ross.
 Mrs. Ida Irish.
 Mrs. Cathene Galloway.
 Mrs. Bird McEvoy.
 Mrs. Thomasina M. Perry.
 Maud C. Baird.
 Rachel Heath.
 Kate Ivall.
 Mrs. M. Turner.
 Mrs. E. F. Palmer.
 Mrs. E. Harrison.
 Mrs. C. Davis.
 Mrs. Annie Gillies.
 Mrs. Mary M. Embrey.
 Mrs. Isabell Earle.
 Mrs. Ellen S. Martin.
 Mrs. Alice V. Lord.
 Mrs. Fanny W. Silk.
 Mrs. Mary McManus.
 Mrs. A. M. Alderson.
 Mrs. Ethel Dewar.
 Mrs. Nellie Robinson.
 Mrs. P. A. Blakey.
 Mrs. C. F. McIntosh.
 Mrs. Mary Whyte.
 Mrs. Margaret S. Stewart.
 Mrs. Mary Laing.
 Mrs. Betsy Osmondson.
 Mrs. Edith Maude Daley.
 Mrs. Margaret Eustace.
 Mrs. Marg. James.
 Mrs. Ina Dathic.
 Mrs. C. H. Carweget.
 Mrs. L. E. Marsden.
 Mrs. M. Hyde.
 Mrs. A. Mills.

Elizabeth Jesney.
 Mrs. Avery Smith.
 Olive Dechene.
 Mrs. Givendohn Hayma.
 Marion Webber.
 Mrs. Sadie Toward.
 Mrs. Ethel P. Hancock.
 Mrs. C. B. Derrick.
 Mrs. M. Rennie.
 Mrs. G. E. Jack.
 Mrs. G. I. Braden.
 Kate E. Mather.
 Annie A. Short.
 Winnifred Taylor.
 Elizabeth J. B. Taylor.
 Ellen S. Wells.
 Betsy Knowles.
 May E. Richards.
 Edith Phillips.
 Laurie Clark.
 Myrtle E. Harvey.
 Mrs. E. A. Preston.
 Mrs. Alice B. Ellithorpe.
 Mrs. Beatrice M. Lancey.
 Mrs. Ethel N. McKenzie.
 Mrs. Alice Critchley.
 Minnie McPherson.
 Mrs. E. C. Reed.
 Harriet Hargrave.
 Mrs. Alice Forbes.
 Mrs. Rose Pears.
 Edith Edwards.
 Nellie Bramley Moore.
 Edith Caroline Johnson.
 Lily Wells.
 Maggie McLeod.
 Prudence A. Shaw.
 Mary Ann Hobson.
 Annie Jane Sprouble.
 Maria Whitelady.
 Ethel Turner.
 Ella F. Coombe.
 Mrs. Kate Dixon.
 Annie Henderson.
 Catherine Sorensen.
 Mrs. M. Barron.
 Margaret B. Higginson.
 Jane M. Smith.
 A. S. Nelison.
 L. M. Everitt.
 T. Howitson.
 Helen L. Thorpe.
 Mary Wylron.
 Hannah Miller.
 Florence Bond.
 Mrs. A. M. Hall.
 Mrs. Mary Bisset.
 Matilda Williams.
 Mrs. Christina Purvis.
 Mrs. Eva Searle.
 Mrs. Eliza Mason.
 Mrs. Nellile Larocque.

APPENDIX No. 3

Hon. Mr. Rowell took the chair.

The CHAIRMAN: These documents will be put on file for further consideration when we come to consider the schedule. We have here a petition from the widows of pensioners in Edmonton, supported by a letter from the Mayor of Edmonton. The cost of living is placed at \$1,751.35.

Mr. McCURDY: I suggest that this be referred to the Labour Department.

The CHAIRMAN: All the details will be spread on the report of the committee. Mr. Archibald is here prepared to give any information the members of the committee may desire.

KENNETH ARCHIBALD, examined by the Chairman.

Q. You are solicitor for the Board of Pension Commissioners?—A. Yes.

Q. And you gave evidence before us a year ago at our investigation?—A. Yes.

Q. I will ask you one or two general questions, and members of the committee may ask any questions they think desirable. Have there been any changes as far as you know in the pensions of Great Britain, United States, or France or the other countries you referred to. I think you brought those schedules before us a year ago?—A. Yes, I am quite sure there have been no large changes in any of the schedules, except in France. I could give new figures with regard to France. With reference to the other countries I spoke about last year, I have no new figures at all.

Q. Have you kept in touch with the pension boards or branches of public service in Great Britain or the United States so that you will be able to tell us definitely whether there have been any changes or not?—A. Yes, we have kept in touch with them, and I would have to look at the files in the office to make absolutely certain, and I will do so.

Q. The committee would like to have a new schedule prepared this year with a comparison of the tables in the different countries brought up to date, so that it might be incorporated in this report?—A. I will prepare it.

By Mr. Hugh Clark:

Q. Were the changes in France in the nature of material increases?—A. No, they were not in the nature of very material increases at all. They did increase them somewhat, and I do not know whether they have not increased them again since the last report I had, because they seemed to me very low. I do not know whether I am right in that or not; I know they increased salaries in France a great deal, and it seemed to me natural that they should also increase pensions.

Q. As I recollect your testimony a year ago, you said that our pension schedule at that time was on the whole the highest of any of the countries at war?—A. I am still of the same opinion.

By Mr. Ross:

Q. Were the changes in France increasing the present pensions or enlarging the scope?—A. They both enlarged the scope and increased the pensions, but not a very great increase. I have not the exact figures here at the present time, but I will get them for you.

Q. Can you tell us the manner in which that scope is enlarged?—A. I think it would be better for me to go back and get the exact information. I can give you a general idea.

[Mr. Kenneth Archibald.]

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By Mr. Nesbitt:

Q. Has there been much complaint with reference to the time which they have for vocational training?—A. That does not come within the scope of the Pension Board. I have not heard any statement about that at all; that comes under the Department of the Soldiers' Civil Re-establishment.

The CHAIRMAN: Are there any other general questions that the members of the Committee would like to ask with reference to the memorandum presented yesterday from the Great War Veterans' Association?

By the Chairman:

Q. Have you seen it Mr. Archibald?—A. I have not studied it; I read it over once.

Q. Would you just make your comments upon the different paragraphs of that memorandum?—A. With regard to the first paragraph (reads) "That the pensions paid under schedule A and C should be increased. That the increase should be fixed in accordance with the present cost of living to arrive at the amount required to secure for the pensioners a generous living wage. That the increase should apply proportionately to the allowances for dependents. That the discrepancy between the allowance for totally disabled men and the allowance for a widow or dependent without children should be removed." I have not any remarks to make with regard to the first part, but with regard to this discrepancy between the widow and the totally disabled single man and widow and dependent, I think there should be a difference between the totally disabled man's pension and the widow's pension for the reason that the totally disabled man has lost the use of the functions of his body, of his mind, and as such, is in a much worse position than a widow who has a healthy body and mind, and who, if necessary, can assist herself and augment her pension by work or otherwise. I think that just as soon as you increase the pension to the widow and make it equivalent to the totally disabled man's pension the disabled man would say "I am worse off than the widow; I must have an increase again."

Q. What do you say as to the suggestion that the pension should move up and down in accordance with the scale of the cost of living; what do you say as to the feasibility of that from an administrative standpoint?—A. It would be quite simple from an administrative standpoint provided it was done say once in two or three or five years, but it would be perfectly impossible to do it every year. It would cost the country a tremendous amount, and I do not think it would benefit the pensioners very much. One other point with regard to that is that if the cost of living comes down, in accordance with this first suggestion the pensions would have to come down.

The CHAIRMAN: Mr. MacNeill said that.

WITNESS: If the pensions came down I think we would have a great hullabaloo.

MR. NESBITT: That is the proper word, though it is not quite strong enough.

WITNESS: It would also depend upon what statistics you were going to take with regard to the cost of living. I have heard it stated that the Labour Department prepared statistics with regard to the cost of living. On the other hand, I have heard it stated that the conclusions come to are not based upon proper statistics, and that the only possible means of arriving at such figures is to have family budgets, say by a thousand families in different parts of the country, prepared under direction, which I think would be a very difficult thing to do. The Department of Labour only takes into consideration the cost of food, and does not take into consideration in any way the capacity of the housewife to look after any money she may happen to have.

By the Chairman:

Q. It is a theoretic standard rather than a practical one?—A. I think it might be expressed in that way.

[Mr. Kenneth Archibald.]

APPENDIX No. 3

By Mr. Cronyn:

Q. It was suggested in Alberta that the difficulty regarding the sliding scale might be overcome by continuing the Patriotic Fund, and by empowering the committees of that fund in each district or area to meet the high cost of living either in individual cases or on some general scale?—A. I see no reason why the municipalities or the provinces should not do that rather than the Patriotic Fund. The Patriotic Fund seems to me to be more or less an organization for the war, and for the war only, to assist the dependents of soldiers who have gone overseas who are accustomed perhaps to a little bit more than the country was paying in separation allowances, and so on; but I think that pensions should as much as possible take the place of pay and allowances and of the Patriotic Fund and anything else that was ever given to the dependents of the soldiers, or to the soldiers themselves, and it should be granted on a generous enough scale. As a matter of fact it should be sufficient to provide a decent livelihood for a man, or for a woman.

By Mr. Redman:

Q. Do you know whether they have in England local organizations for the supplementing of pensions?—A. I am quite sure that they need them.

Q. Do you know whether they have them?—A. They have them, yes.

By Mr. Cronyn:

Q. The argument in favour of the Patriotic Fund runs along the line that when the cost of living did decrease it would be easier for the Patriotic Fund either to go out of existence or to cease its payments than to make a reduction in a rate of pension once fixed?—A. Yes, I think so, too, I do not think that you can make the rate of pension excessive on account of the high cost of living, and I think the pension, if it must be supplemented, should be supplemented by some other organization than the Patriotic Fund. It should be supplemented by the province or municipality, just in the same way as in the case, for instance, of a strike, when the men are striking for higher wages, the strike fund is used.

Mr. NESBITT: It would be impossible to continue the Patriotic Fund after the war is over.

By Mr. Cronyn:

Q. It would probably be easier if the cost of living decreases to discontinue the Patriotic Fund altogether or to cut down the amount allowed by that fund?—A. I believe that you cannot. If you once have a rate of pension you will not be able to reduce it at all unless the cost of living comes down to half what it is now. If you once decide on a rate of pension you have to leave it at that rate or increase it. If the Government also has the Patriotic Fund to supplement the pension the people might say: "My pension is too small and that is why I get the Patriotic Fund"; and when the Patriotic Fund is cut off they would not be a bit satisfied with the statement that the Patriotic Fund has been cut off on account of the cost of living having become cheaper; they will probably say that the cost of living might be cheaper but that the pension is too small any way, that they managed to get along with the Patriotic Fund and the pension combined before the living was cheaper, that while they can get along with it better now, they would assert that at no time were they absolutely satisfied.

Q. Then there is another point you were speaking about as to the difference between the pension to the widow and the totally disabled man. It seems to me that your argument would not apply to the widow with children, and her first duty is to look after her children?—A. If you take the widow with children and put her in relation to the totally disabled man with children my argument will obtain. No matter how many or how few children the widow has the totally disabled man is in a worse position than the widow.

[Mr. Kenneth Archibald.]

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Q. He has more to support?—A. The man with a wife and three children at the present time has——

Mr. CRONYN: \$1,056 a year?—A. And the widow with three children——

Mr. CRONYN: \$840 a year?—A. Yes.

At this stage the committee adjourned to room 318.

The committee having resumed.

The CHAIRMAN: Before we adjourned we were asking Mr. Archibald questions with relation to the memorandum submitted by Mr. MacNeill on behalf of the Great War Veterans. Questions of policy are for the committee to determine, but if Mr. Archibald can give us any facts which will enable the committee to reach a conclusion as to questions of policy we would be glad to have the information and any opinion he may have to offer.

By Mr. Cronyn:

Q. I was asking you about total disability pensions?—A. I could give you accurate figures with regard to the complaints about the total disability pensions, and about all other classes of pensions, but I cannot say now what kind of complaints they are, or in what proportion they are, or anything about them, but we have the information in the office.

By the Chairman:

Q. Take item No. 2 in the memorandum, which states that the pension granted to orphaned children is inadequate and should be increased. Is not the pension at the present time equal in case the mother dies, or is there a difference?—A. If the soldier dies and leaves children who already have no mother, the pension will be \$24 a month for the first child. If the soldier dies leaving children who have a mother, and the mother subsequently dies, the pension for the child will be \$24 exactly the same in the one case as in the other.

By Mr. Redman:

Q. What is the authority for that?—A. Section 17.

Mr. NICKLE: It is inferential.

Mr. REDMAN: Very inferential.

By the Chairman:

Q. That is what is actually done?—A. Yes, it could not be interpreted any other way from the point of view of intention.

Q. How do the allowances for orphaned children in our schedule compare with the allowance in Great Britain and the United States?—A. I think the allowances in our schedule for orphaned children are higher than Great Britain and the United States. In France it was proposed—although I am not absolutely certain it is their law at the present time—that the first orphan child should be regarded as being the head of the family or the mother, and was given the mother's pension, and the second orphaned child was considered as being the first child, and so on. So that with our figures for the widow and three children the widow gets \$40, the first child \$12, the second child \$10, and the third child \$8, which would make \$70 a month. If we applied the principle which was proposed in France, where there were four orphaned children, we would give the first orphaned child \$40, namely, the widow's pension, the second child \$12, the first child's pension and the third \$10 and the 4th \$8, so that a family of four orphaned children would receive the same as a family consisting of a widow and three children.

[Mr. Kenneth Archibald.]

APPENDIX No. 3

Q. What was the increase made in the pensions to orphaned children, or were they included in the changes made since our last meeting?—A. Yes, on January 2, an Order in Council was passed which increased the allowance for the first orphan from \$16 to \$24 and for the second from \$16 to \$20, and the pensions for the third and fourth orphan children are the same.

By Mr. Cronyn:

Q. In the United States, according to their scale they give a larger allowance to orphan children?—A. Yes, but if you read on in that report you will see they reduce the allowance gradually and when there are three or four children they do not get as much. They allow \$240 for the first child, \$120 for the second child, \$120 for the third child, and \$60 for each subsequent child. If you had a family of four orphan children in the United States you would have \$45 a month. A family of four orphan children in Canada under the present rate would receive \$72 a month; so that with four children the Canadian rates are much higher than the United States rates. Even with one child under the present scale the allowance would be \$24 Canadian as against \$20 American.

By Mr. Andrews:

Q. Referring to the point you mention, which has been brought to the attention of the Great War Veterans in regard to the orphan children, is that important in your mind?—A. We have had quite a large number of complaints with regard to families of one, two or three children. It has been stated that \$16 was not enough to look after one orphan child, and it is still said that \$24 is not enough to look after one orphan child, the reason being that the guardian of the particular child must give up something in order to look after the child. The \$24 may pay for the child's food and clothing but will not pay the guardian for the trouble that the guardian must go to in order to look after the child. We had a case from the west in which there were three orphan children. I think it was a sister of the soldier who took charge of these children, who gave up a position as stenographer in order to take charge of the children. She complained that she could not possibly make both ends meet on \$48, because she had to support herself on the \$48, as well as support the three children, and I do not know whether she can make ends meet with the extra \$12 she is now getting.

By the Chairman:

Q. When the amount for the first orphan child was increased from \$16 to \$24, which is 50 per cent, I assume the pension commissioners thought that would meet the situation?—A. Yes, the commissioners thought that would meet the situation, and I think it has met the situation except in a few cases.

By Mr. Andrews:

Q. Is it not a fact that where there are one or two children our pensions are small but where there are five or six children they are large?—A. Yes, that is absolutely the case: one child \$24, 2 children, \$44, 3 children, \$70, 4 children, \$86, five children, \$102, 6 children, \$118. When you get over \$100 for a family of six or seven children it seems a great deal, especially as a widow with five children does not get as much as six orphan children.

By Mr. Nickle:

Q. But there is this radical difference, where there is a widow with five children, they are all in one household, but where there is a number of orphan children, they are probably scattered?—A. I do not know why they should be. I suppose the reason why they are scattered is because in a way it is impossible to keep them together.

Q. They are adopted into other households?—A. Yes.

[Mr. Kenneth Archibald.]

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By Mr. Nesbitt:

Q. You have to bear in mind that the widow with five children has to look after the children, whereas the orphan children of the totally disabled would have to have some one to look after them?—A. That is just the argument which is made in France. They say that you should give for the first child, not only for the maintenance, but also to pay for a house over its head and possibly for some one to care for it.

By Mr. Redman:

Q. The first orphan would have to take care of the others?—A. The first orphan is looked upon as the head of the family.

Q. Care would be taken that he was actually such?—A. Yes.

By the Chairman:

Q. It would depend on the age of the child and on the conditions in that case?—A. Yes, they must always have a guardian of some description, whether an adopted parent or a foster parent, or a guardian appointed by the courts. You cannot pay the money to a child.

By Mr. Hugh Clark:

Q. Do you prefer the sliding scale of the United States to our own sliding scale?—A. No, I do not think I do, but I do not desire to express an opinion upon that. I merely brought forward the French idea, and our own facts. I would prefer not to express an opinion as to that.

By Mr. Sutherland:

Q. The French pension is very much lower than the pension here and there might be more justification in their case than there would be here. Would that make any difference?—A. I do not think it would make any difference in the principle. Their pensions are very small; they pay only one hundred francs a year.

Q. Consequently a child is practically helpless. The pension would not provide for it?—A. No.

The CHAIRMAN: The situation is wholly different, as you say, Mr. Sutherland, with regard to their scale.

By the Chairman:

Q. What is the next?—A. (Reads) "That the Board of Pension Commissioners should be empowered, subject to the authority of the Governor in Council, to revise the basic rate of pensions from time to time in conformity with the increased or decreased cost of living as ascertained by reliable and expert investigation."

Mr. HUGH CLARK: Mr. MacNeil was to furnish us with some figures from the Department of Labour.

The CHAIRMAN: We were to get some figures, but they have not come to hand yet.

By the Chairman:

Q. What is the next clause?—A. (Reads) "That the Board of Pensioners should be an entirely independent body, free of all external influence, and responsible direct to the Government through the Minister of Finance, as provided in sections 30 and 31 of the Pension Regulations."

The CHAIRMAN: That is a question of policy.

Mr. NESBITT: We recommended that in the first place.

By the Chairman:

Q. What is the next?—A. (Reads) "That every pensioner or prospective pensioner, both at his initial and subsequent examinations, should appear before a board of three medical examiners, and that there should be attached to each district office a permanent board of not less than three fully qualified medical examiners, as many of whom as

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possible shall be overseas men for this purpose. This should in no way interfere with the existing provisions for calling in of expert advice when deemed necessary or when requested by the pensioner to do so."

By the Chairman:

Q. What is the present administrative method, and from the administrative standpoint what would be the feasibility of the change proposed?—A. At the present time, we have in our larger district offices, that is to say in Vancouver, Winnipeg, Montreal and Toronto, three or more medical men re-examining cases.

By Mr. Redman:

Q. Do they sit as a board?—A. I am coming to that. In the smaller cities, I think in about eight or nine cities, we have only two medical men. In some of the still smaller ones we have only got one.

By the Chairman:

Q. In what percentage do you have two? Would you have three in the main centres?—A. We have not got two at the present time in them all, but we will have inside of a month. We will have two in all offices except three; that is, in fourteen out of seventeen offices. We do not anticipate that we will need three under the present scheme in more than six of the offices at any time. The re-examinations are done in this way: the pensioner is notified in advance of the time he has to go. He is told the hour and the day on which he is to submit himself for re-examination. He goes into a room, and is stripped and examined by one doctor. If that one doctor finds anything special in his case upon which he does not wish to take the responsibility of deciding, he will refer the case to a specialist, neurological specialist, or lung specialist or orthopaedic specialist. On the other hand, if it is a simple case, such as having a foot or hand off, or amputation of any description, the doctor will simply recommend the man for a pension. The recommendation will thereupon pass to Ottawa, and the recommendation of the doctor in the district is now being accepted.

Q. Are you speaking of the granting of the pension or of the re-examination?—A. The original granting of the pension will be done similarly should the soldier so desire.

Q. I asked whether you were describing the re-examination?—A. Yes, I was describing the re-examination. With regard to a new pension—

Q. Before you pass to that take the case of a re-examination where you say it is a simple case. Would that apply when the man's pension is being reduced? One of the complaints is that whereas he may have been granted a pension on the recommendation of a medical board composed of two or three men, he is brought up before a single medical adviser and on that one man's recommendation his pension may be substantially cut down on re-examination?—A. Up to the present time that has obtained, but recently we have decentralized our medical service. We sent the doctors we had at the head office who were deciding on pensions—practically all of them—to our various district offices in order that they might see the men and estimate their disabilities. The rate of pension is estimated in the man's presence and he is told how much pension he is to get. If the man is satisfied with that award, of course the case is not heard of again. If, on the other hand, the man is dissatisfied, the medical examiner in the district is instructed to do his best to show the man why his disability has been estimated at a certain percentage. It is hoped that the man will see the justice of the award in the greater proportion of cases, but in those cases in which the man still thinks he has been awarded too small a pension he will have the opportunity of bringing his own medical practitioner with him to the district office, and thereupon both the medical examiner of the Board of Pensioners and this man's own private practitioner will decide as to what the estimate shall be. If they cannot decide, the case will have to be referred to some board of specialists which we hope eventually to be able to organize.

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Q. Do you think that what you have in process of organization would remove the ground of complaints that have been suggested in the proposal of the Great War Veterans?—A. We feel this, that the pensions will be granted at the same rate by one man as by three; at the same time that may not be the feeling of the Great War Veterans, and if they feel that the decision of three men will give them more confidence and will do more justice to the pensioner than one man, then the complaint is not met. But we hope that the system we now have in force will do away with at least 75 per cent of these complaints because of the fact that the medical examiners will explain to the man at the time of his re-examination just exactly why he is getting 20 per cent instead of 35 per cent.

By Mr. Sutherland:

Q. Within two months past I know of two instances where men were up for re-examination and were told by the medical examiner that there was not any change in their condition, and they went back home with the assumption that the pension would not be changed, but were afterwards notified that it had been reduced!—A. This new system of awarding pensions by the medical man who has seen the soldier has only been in force since the 17th of February. It had been talked of for from three to four months previous to that, but the commissioners could not decide among themselves as to the value of it, and it was only in January that the commissioners got together (it was more or less a compromise) and decentralization took place. In future if a soldier is told at his re-examination that he is going to get so much of a pension he will get that much pension unless there has been some gross error, very probably a clerical error, such as awarding an 80 per cent pension for the loss of one eye or some such thing as that. But the doctor who sees the man will estimate the disability and will tell the man what pension he is to get; he will then fill in form and forward it to the Ottawa office and, without checking whatever, that form will be placed in the hand of the Awarding Clerk who will write out the authorization for the pension which will go to the Pay Branch and a cheque will be paid. Then the file will go to the medical advisers whom we still have in Ottawa, who will check over the award for gross errors and, at the same time, from the point of view of medical opinion, if they see a condition which they think has been estimated at 10 per cent too low or 10 per cent too high they will write to the district medical examiner and ask him what his reasons were for giving 10 per cent more than the head office thinks is right; they will not stop the pension or make it 10 per cent less unless on reply from the medical examiner of the district it is discovered that he has actually made an error. If the medical examiner who has seen the soldier is in agreement with the medical adviser here who has seen the description of the soldier then the pension may be reduced, but otherwise the decision arrived at by the medical examiner in the district will obtain.

By Mr. Nickle:

Q. That is in line with the recommendation of last year's report?—A. To an extent it is.

Q. But it varies, in this respect that it was recommended that it should be impressed by those in authority upon the examining medical boards before whom members appear for examination for the determination for disability, that the relationship between them is that of doctor and patient; that every facility should be granted a member to give an account of the facts of his condition from his point of view. You are diametrically opposed to that in principle?—A. Absolutely no. One of the reasons upon which it was decided to decentralize the Board of Pension Commissioners was that it was practically impossible to describe weaknesses. One medical man might describe a particular disability as "very weak, cannot walk more than half a mile without loss of breath"; another man might describe exactly the same condition as "seems weak, walks with difficulty"; and another man might describe it in an entirely different way from either of the other two; it might make a difference of any-

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thing from 10 to 50 per cent, just through the fact that the descriptions were not very well written to start with and were not very well interpreted to finish up with. So we think that the doctor who sees the soldier is the one to say what the disability is. Last year there was a great deal said about too much sympathy, the danger of too much sympathy; but we have not found it at all since this scheme has been in operation; we do not think, with regard to the medical examiners, that sympathy bears any relation to the percentage of disability at all.

The CHAIRMAN: Some complaints which come in would appear not to justify the conclusion that there had been undue sympathy.

By Mr. Sutherland:

Q. Colonel Belton, I think it was, last year was very emphatic on that point that they were in a better position to accurately estimate a man's disability than the medical man who examined him, who were liable to be influenced by sympathy?—A. Last year that was the opinion of most people that had any connection with pensions at all except the Great War Veterans' Association. We have come round now to the Great War Veterans' Association point of view; we think they are absolutely right, and there are very few people in the office now who think that they can estimate pensions better at the head office than the medical examiner who sees the man.

By Mr. Hugh Clark:

Q. In what respect have the conditions changed which made you change your viewpoint?—A. The conditions have not changed, except that we have better-trained men at present in our employment, and more of them.

Q. Did you hear Mr. MacNeill's statement, that the salaries are not attractive enough to enable you to secure the very best medical experts?—A. We have made increases in salaries to our medical men recently, and they seem to be very well satisfied with the increases they have received. In order to estimate a disability you do not need to be a particularly expert physician. It is a part of medicine by itself—the estimation of disabilities—and you can be an expert in that line and yet not a very good doctor.

By Mr. Nickle:

Q. What tables or standard regulate the determination of disability?—A. We have a table of disability prepared by our doctors. It is prepared from statistics of every kind. We endeavour to keep it up-to-date. We have made out lung tables and heart tables and made a great many of them from actual experience of men coming home. On the other hand there are a great number of diseases that cannot be set out in the disability tables. Some disabilities cannot be accurately estimated. They can only be set down as such and such a disability, ranging from ten to eighty per cent, according to the severity of the disease. Those things are very difficult to estimate, and with regard to those cases the medical man who is examining the soldier is the only one who can attempt to say whether it is 30 per cent, 50 per cent, or 70 per cent, unless a most detailed description is given.

Q. I have heard a criticism of your tables to this effect, by people who have given it a theoretic study; that the percentage of disability to be allowed in cases of less than total disability was arrived at by a computation of the disability tables throughout the world used largely in reference to the workman's compensation question. The argument was twofold; first, that these tables have been too low, and secondly, that they did not contemplate and did not meet the condition of the country where we had suddenly thrown upon our industrial and civil life so many men suffering from disabilities and it was stated that the low percentage men were not getting justice according to these tables?—A. Well, it sounds very reasonable, but I think you ought to get some expert in economy, political or otherwise, to tell you about that.

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Q. Can you suggest such a man?—A. Yes, there is a man, I cannot remember his name at the moment—the statistician for the Ontario Workman's Compensation Board.

Q. You think there may be something in the point?—A. Yes, it seems reasonable, but I think you would have to get an immense number of statistics before you could say it was proved.

The CHAIRMAN: That is very interesting. There are complaints the percentage is too low. That is the greatest complaint I have heard.

By Mr. Hugh Clark:

Q. I have heard that a 50 per cent disability for tuberculosis should be 100 per cent, that there cannot be any such thing as 60 or 70 per cent disability in tuberculosis?—A. Not being a medical man I can only tell you very briefly what I know about it. Pensions are awarded in tuberculous cases at 100 per cent when the case is active. If the tuberculosis is active it is 100 per cent. If it is quiescent or arrested the disability may be much lower, in accordance with the necessity for rest. I know one case in which tuberculosis has been arrested for ten years. The particular man is carrying on and working pretty hard, but he could never work in a strenuous unskilled employment.

By the Chairman:

Q. What percentage would he be given under the schedule?—A. He might be given something between 25 and 50 per cent. A case of quiescent tuberculosis would be between 50 and 100 per cent, and a case of active tuberculosis would be 100 per cent.

By Mr. Cronyn:

Q. In your evidence last year, at page 103 you gave a table for estimating incapacity in pulmonary tuberculosis and you give a description, class No. 6, as follows—“Signs of a healed lesion without relapse at the end of two years under ordinary living conditions 25 per cent?—A. That is the lowest. That is because the man is restricted in occupation. He may be perfectly well for two years but he is restricted in occupation. He cannot engage in certain occupations without the danger of contracting tuberculosis.

By Mr. Nickle:

Q. The preliminary examination upon which pension is first depending is by the C.A.M.C. doctors?—A. In the C.A.M.C. examination, on which they discharge the soldier, for tuberculosis they make as complete an examination of the man as they can. The medical document, the papers of the discharge board, and any other papers that may be on the man's file will then be sent direct to our district office. Our district officer, the medical examiner, will thereupon read over those papers, and come to a conclusion with regard to how much pension he should get, without seeing the man. Then the clerk in the district office will write to the man and say, “Your disability has been estimated at 25 per cent. You will get so much money for that. If you have a wife, you will get so much money. If you are not satisfied with that award, railway transportation will be forwarded to you in order that you may be examined at this district office.” If the man does not answer, or declares himself satisfied, the award is sent to Ottawa and the pension paid. If he says he is not satisfied he goes in and is re-examined, and if, upon re-examination, the examiner is still of the same opinion, he will explain to him. It is hoped the result will be that the complaints are cut right at the beginning.

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By Mr. Nickle:

Q. That is a new practice also?—A. Just adopted since 7th February.

Q. You have practically cut away from the Army Medical Corps, and decentralized?—A. We have not cut away entirely.

Q. I say practically?—A. Yes, but we still use their doctors as much as possible. We have got to use their doctors; we will never be able to get away from using them.

Q. But you are not influenced by their recommendations?—A. Not a bit; they do not make recommendations.

By the Chairman:

Q. Is the Pension Board required to accept men from the C.A.M.C. or its staff?—A. No, we are not required to accept men from the C.A.M.C., but we have made it a policy to employ as many returned soldiers as possible, and we have employed them on medical duties as well as on clerical duties. Practically all our medical advisers in our district offices—I think there is just one exception—are men who have seen service overseas.

By Mr. Redman:

Q. Do you always pay the transportation to the point of examination? I know of a case in Lethbridge, for example, where a man had to appear every six months. He was getting two and a half dollars a month, and it cost him twenty dollars to pay his way to the point of examination, so that he was a good deal out of pocket?—A. We always pay the transportation backwards and forwards. We also pay \$1.10 every day for the man and 75 cents for a meal and \$1.50 for a bed.

Q. In the case of an appeal?—A. No matter what it is, we pay seventy-five cents for each meal and one and a half dollars for a bed.

Q. No matter whether his appeal is successful or not?—A. It does not matter a bit.

By the Chairman:

Q. So that he is allowed \$3.75 for his hotel provision, and \$1.10 a day for his own time, and his railway travelling expenses?—A. Yes.

By Mr. Clark:

Q. That ends the examination, does it? That is the final examination; there is no further examination of that man for pension purposes?—A. No, there is not. When a man has been examined in the district his pension is assessed, and that man is never examined again unless he complains, or unless he becomes worse or better. Of course we examine men once in six months whose disabilities are only of a temporary nature. They may get better or worse in six months. If, however, they have got anything that is apparently permanent we give a permanent pension.

By the Chairman:

Q. If he is not satisfied, he would be examined by one, two, or three doctors, according to the provision you have made at your various centres?—A. Yes.

Q. Assume that he is dissatisfied with the finding of the medical board which made the personal examination, has he still got the right of appeal?—A. He is allowed the right of appeal to the commissioners at Ottawa, and we hope to be able to organize perhaps two, three, or even four boards of specialists who would probably meet once a week or perhaps twice a week to examine these special cases that we cannot satisfy by the other means. After all, the appeal to the commissioners themselves is not of very great value, for the commissioners must accept the opinion of their medical men.

Q. Would these specialist boards that you speak of sit in appeal and appeal only, or would they advise on all matters requiring technical knowledge?—A. We have not quite decided how these boards would be composed, but the proposal is that there should be a specialist of practically every description, such as heart, lung, orthopaedic

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specialists, and so on, also eye and nose specialists would be members of these boards. The board would probably be located in the cities of Toronto and Montreal, Winnipeg and Vancouver.

Q. Number 6 deals with the question raised with regard to a medical appeal board. Would you just look at that?

Mr. NICKLE: I would suggest that Mr. MacNeill be permitted to ask questions if he so desires.

By Mr. Andrews:

Q. I gather that in actual practice you have found the necessity of some court of appeal.—A. I cannot say that we have found the necessity for a court of appeal. We have found the necessity for using specialists all the time, and it might be better if these specialists were on a board. We simply use these specialists and ask them what their opinion are, and we have in the main accepted the opinion of the specialists.

By the Chairman:

Q. Are there any administrative difficulties in the way of carrying out the principle, that is assuming that it was a desirable thing as a matter of public principle?—

A. No, there are no administrative difficulties that I know of, except the difficulty of securing men who are conversant with the pension regulations and the basis upon which pensions are estimated. There are not very many medical men in Canada at the present time who are competent to do what this calls for. We will have quite a lot of difficulty in having more than three or four boards composed of such competent men.

By Mr. Clark:

Q. When all the C.M.C. men are back that difficulty will disappear.—A. Immediately, it will disappear entirely.

Q. Your proposal would be that the decision of that particular board of expert medical men would be final?—A. Yes, I think there would be absolutely no good appointing such a board unless that board would give a final decision.

By Mr. Cronyn:

Q. The Pensions Board are taking steps, are they not, by way of instruction to medical men and students throughout the country to secure competent men?—A. Yes, we are trying to get the men who are lecturing to medical students and those who are giving papers at the medical associations and associations of a similar nature to give instructions along the line of estimating disability.

By the Chairman:

Q. You are doing everything in your power to train up a class of medical men who will be competent to perform this duty?—A. Yes.

By Mr. Sutherland:

Q. Would it not give greater confidence to the soldiers if they had a representative on the Examining Board?—A. The first examining board does not estimate for pensions at all; that board is appointed to see whether a man is fit for discharge or not and to describe his condition. They used to estimate for pension when the pensions were under the Militia Department, but since the pensions are not under the Militia Department that is not the case any more; the one duty of that board is to determine a man's condition and to recommend him for discharge, it is the duty of the pension board medical officer to give the man his pension.

Q. Without seeing him?—A. Without seeing him, or after seeing him just as the man likes.

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By the Chairman:

Q. He does not see him if the man has no objection; if the man has an objection he sees him?—A. The original idea was to get all these men back and get them examined, but it was thought that the men would have complaints and would say “we do not want to come back too soon, to have too many medical boards”; so we adopted the plan of giving the man a pension and he could come in for examination if not satisfied.

Q. Do you suffer from any administrative disability in getting medical men? The suggestion has been made here that the pay is not sufficient.—A. We have had quite a bit of trouble getting competent men, but that was only partly on account of salary or the amount of pay; it was mainly by reason of the fact that there were not enough medical men to go around. I do think it would be of advantage to the country, and to the soldier, that the Board should be able to secure the services of physicians of high standing; we might pay as much as \$10,000 per year, but on the other hand it would be very difficult to get a physician who is in receipt in the practice of his profession as a private practitioner of from \$10,000 to \$15,000 per year to give up his private practice and go into what he would come to consider largely a cut and dried business.

Q. How do your present salaries run?—A. The present salary of a medical man is \$3,000 on appointment, after six months service \$3,500, and after a year and one-half's service \$4,000; that is the schedule which the commissioners adopted recently.

By Mr. Redman:

Q. Do you require them to devote all their time for those salaries?—A. We demand their whole time.

By Mr. Nesbitt:

Q. Does that apply to the doctors who examine men for discharge?—A. To all medical men, except some who were already in the service and who are paid according to their rank; Lieut.-Colonels get \$4,500 and one Colonel is getting \$5,000.

By the Chairman:

Q. That is the pay of their rank?—A. That is approximately the pay of their rank.

By Mr. Redman:

Q. Disability of a man is estimated in the first instance by a Board of two or three men as the case may require; after that if the man wishes to appeal from the decision of that Board must he go back to the same men again?—A. Is this on re-examination?

Q. Yes, if he appeals and wants re-examination who does he go to? the same men again?—A. Up to the present time he has always gone back to the same district boards.

Q. Under your present plan he goes back to the same Board?—A. Under the present plan we hope that occasionally he will bring in his own medical practitioner with him; that is the actual plan which is in operation; we are making plans for a Board of Specialists.

Q. That has nothing to do with ordinary complaints?—A. Not with the ordinary complaint, but we are trying to engender a spirit of trust between the doctor who originally examines the man and the man. When the ordinary civilian goes to a doctor for treatment, he gets his treatment and perhaps it does not cure him, but nevertheless the ordinary civilian goes back to the same doctor and that is what we are trying to do in this case.

By Mr. Nesbitt:

Q. I may be a little dense but you made the suggestion to Mr. Sutherland just now that the Examining Board for Discharge did not tell the man what they were

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going to allow him?—A. The Discharge Board does not tell him anything, they have nothing to do with pensions.

Q. You said a moment ago that somebody tells the man what he should get?—A. The Medical Board of the district tells the man; the medical district officer estimates the pension without seeing the man; he then gives the man a letter saying "You are to get so much pension, if you are not satisfied we will send you a travelling warrant to come in and be examined." Perhaps after examination the medical man will say to him "there was not quite enough description of your disability on the Boards that I have, I realize that your disability is 50 per cent and you will get that." If the man says he thinks that he should get 75 per cent the medical man will tell him that he can only give him 50 per cent.

By Mr. Sutherland:

Q. As I understand it at the present time the pension is fixed with the medical man having seen the pensioner?—A. It is not fixed it is estimated.

Q. It is fixed to the extent that if he does not accept it he can appeal?—A. No it is not a question of appeal at all, it is estimated, and then the man is notified "you are going to get so much pension and if you are not satisfied we will send you a travelling warrant and you can come in and see us."

Q. If he does not come in that is his pension?—A. If he says "I am satisfied," or if he does not come in that is the pension. The reason why we do that is, as I said before, we thought we would cause a great many complaints if we insisted on the men coming back for medical examination in every case, and it would be more or less absurd to insist upon his coming in for re-examination if he were satisfied in the first place or with the explanation that he was given.

Q. But what I am getting at is that the pension is fixed without the medical man seeing him?—A. The first estimate, yes.

By Mr. Ross:

Q. After a man is examined, and he is not satisfied and comes in and asks for 75 per cent disability, and the doctor says "I appreciate your case and I am going to give you 50 per cent" has he the protection of getting a civilian practitioner?—

A. He can then go out and get his own private practitioner and bring him up to the office and his private practitioner and can have it out with our man, and if the private practitioner and our man cannot agree both their opinions will be sent to Ottawa and submitted to the commissioners.

Q. Then I suppose if a private practitioner is called in by the soldier the Board pays the cost?—A. We agree to pay his fees up to \$5, if the complaint is justified.

By Mr. Sutherland:

Q. A year ago the question was asked Mr. Archibald with regard to the local examining board officer fixing the amount of a man's disability and he said "No, the local Boards are not fixing the amount of disability any more"; up to a month and a half ago they did estimate the amounts of disability, but it was found, very frequently that the description of the disability did not warrant the percentage of pension estimated, and therefore they were asked, instead of estimating the percentage of disability to give a more complete description, the whole history of the case, and the condition of the man. And under section 25 of the confidential instructions to officers it says "Medical officers should be careful that soldiers neither know the percentage at which a disability in them has been estimated, nor be given ground for thinking that the percentage at which disability has been estimated by the Board of Medical Officers has necessarily a direct connection with the amount of pension which the soldier may expect to receive."—A. That is all a thing of the past.

Q. So that the stand Colonel Belton took before the committee was the very opposite of the one that is now being put into effect?—A. Yes.

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By Mr. Nickle:

Q. It is a marvellous right-about turn. If a man goes before the Board and is dissatisfied, is he allowed to make a statement and have it taken down in writing and submitted to headquarters?—A. I do not think they ever ask to do it. I suppose a statement could be sent to headquarters. Your recommendation that the relationship between doctor and patient should be applied has been taken much to heart. A man can make a written statement if he wants to, and it can be sent in. We are trying to bring the doctor and patient together, just the same as the doctor and a private person are brought together.

Q. In doing that you are carrying out the recommendation the committee made last year?—(No answer.)

By Mr. Sutherland:

Q. As a result of the policy in effect previous to the last few weeks some soldiers rather resented the inadequate pensions that were being awarded them, which were much less than the examining board led them to believe they would be. What steps will have to be taken to have a new examination?—A. Any pensioner can at any time make a complaint with regard to the amount of his pension, or with regard to the fact that he is not so well as he was before, or with regard to anything at all. He will make his complaints to the district officer, and the district officer will take steps to re-examine him if there is any cause whatever for him being re-examined.

By Mr. Andrews:

Q. As a matter of fact it will come up automatically?—A. It will come up automatically unless his pension has been made permanent, in six months or a year.

Mr. NESBIT: I found in practice that was correct. They give them re-examination without discussion if they want it.

By Mr. Sutherland:

Q. I have two cases in my mind, one receiving \$2.50 a month and the other \$2.60 a month. The \$2.50 pensioner had a running sore in his neck. The bullet was never removed. He was one of the first contingent, and that man considered it was such a gross injustice that he has asked to have his pension cancelled. He refuses to go near any board. He is not able to obtain any permanent employment, and there is great danger of him losing his mind through the feeling of resentment on account of the injustice he has suffered. In the other case, I know that the man lost several months as a result of this and during the last few months the pension of \$2.66 has been cut off and he does not ask for it. He says, "they can go to the devil, I can make a living without it. If that is the treatment I am going to receive from my country after what I have done, I am not going any further."—A. Lots of cases that appear the hardest are cases of hysteria and we are not paying pensions for hysterical conditions such as described by Colonel Russell last year. We give gratuity sometimes, but we do not pension any more, and instead of pensioning them, just as soon as we find out their condition we send them for treatment, then if they refuse treatment we cut off their pensions from the other point of view, namely, that the refusal to accept treatment is unreasonable, so that in that way we have cured hundreds of them that otherwise probably would have had hysterical paralysis or other forms of hysteria for a long time. We have one such man in our own employment. He has never had a pension for it and never wanted it. It has been proved to him the condition is only hysteria.

Q. The difficulty was all functional?—A. Yes, nothing organic.

Q. But the case of the man with the running sore could not be classed as hysterical?—A. No.

By Mr. Nickle:

Q. Are you following out the provisions of section 12 of the report of the committee last year in regard to this matter?—A. We have a different section. We are allowed to act in accordance with our own judgment.

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Q. Are you overriding the clause of last year's report?—A. We are not overriding it, we are acting according to our regulations.

Q. Then you are not respecting these regulations?—A. No, because the Governor in Council did not enact them.

Q. I thought he held that these matters were administrative?—A. No. The regulation was passed providing that if a man unreasonably refused treatment the commission should have authority to reduce or discontinue his pension. That particular clause was never put in the regulations—or rather, it was put in the regulations but in a different form.

Q. Do I understand that in spite of the recommendation of last year the Government authorized the Pension Commissioners to totally cut off a man's pension if he refused treatment?—A. Yes.

Q. Thereby ignoring clause 12?—(No answer.)

Q. Clause 12 reads:—

“That if a medical board, consisting of a physician or a surgeon appointed by the commission, a physician or surgeon appointed by the member, and if these two do not agree, a third physician or surgeon appointed by them is of opinion that the member should undergo medical or surgical treatment in a sanatorium, hospital, convalescent home, or otherwise, for any purpose, for the period which the said Board is of opinion that such treatment is necessary and the said member refuses to abide by such decision, the pension awarded or to be awarded may be reduced by not more than 50 per cent; that if that member is unable, or neglects, or refuses to appoint a physician or surgeon, the Commission shall make the appointment, and that the reasonable expenses of said Board be paid by the Commission.”

Is that recommendation of the committee effective to-day and being respected in the administration of pensions?—A. No, that recommendation of the committee is not effective.

By Mr. Cronyn:

Q. Section 9 (b) of the Pension Regulations reads:—

“If a member of the forces should undergo medical or surgical treatment in a sanatorium, hospital, convalescent home or otherwise for any purpose, for the period during which such treatment is necessary and in his interest, and the said member of the forces unreasonably refuses to undergo such treatment, the pension awarded or to be awarded may be reduced or discontinued in the discretion of the Commission.”

That is what became of our recommendation.

Mr. NICKLE: It is absolutely ignoring what we threshed out for days. I am not accusing anybody, but I do not see the use of the committee making recommendations if they are to be ignored. It gets away from the very principle we fought for that there should be no arbitrary cutting of pensions.

By Mr. Sutherland:

Q. The expression “unreasonably refused treatment” is rather wide. Who is the judge?—A. The Commissioners are the judges.

Q. Have you any fixed standard as to reasonableness?—A. We take each case individually and decide whether the refusal of treatment is unreasonable. Here is a case where I think refusal would not be unreasonable. A man has tuberculosis, and it is recommended that he go to a particular sanatorium. He says, “No, I have a wife and three or four children whom I have to keep; I am going to live in a healthy place and treat myself and rest a good deal, I will be alright.” His refusal to accept treat-

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ment would not be considered unreasonable. That was a particular case in regard to which I was asked to say whether the refusal to accept treatment was unreasonable, and I said no, it was not unreasonable.

Q. You have cited one case; permit me to cite another. In this case the man was receiving \$2.66 a month. He had seen about three years service and was firmly convinced that he was going to throw off his disability. He was anxious to do something during the war, and in consequence of his energy and determination he was appointed foreman in a munition factory. He was losing considerable time as a result of his disability. It would come upon him without any warning and he would be laid off for a week possibly. He was unable to go into hospital to take treatment. He wrote back saying that at that particular time it was impossible, in view of the consideration that had been shown to him by the manufacturers in overlooking his disability and giving him this employment, and in view of his desire to do something towards winning the war, to go off absolutely without any further consideration. What would you say as to a case of that kind?—A. I do not know that it would have been unreasonable to ask him to accept treatment which had been demonstrated in other cases to be perfectly successful merely because he had obtained employment. I think that his refusal would be considered unreasonable.

Mr. SUTHERLAND: The pension was a mere pittance, and he was able to do work up to a certain point, and was firmly convinced he was going to overcome his disability.

By Mr. Ross:

Q. If he went into hospital he would get an allowance?—A. Yes.

By Mr. Andrews:

Q. Take that drastic rule in actual practice with regard to a man refusing treatment, his pension is cut off. Is that being applied to cases other than those of hysteria, or is it being confined to hysteria cases?—A. I think we have the most use for it in hysteria cases, but it is not absolutely confined to hysteria cases. We have had some tubercular cases.

By Mr. Nickle:

Q. And some hereditary cases and mental?—A. Yes, possibly.

Witness retired.

The Committee adjourned until Friday next, March 14, at 11 a.m.

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HOUSE OF COMMONS, OTTAWA,

COMMITTEE ROOM No. 318,

FRIDAY, March 14, 1919.

The special committee appointed to consider the question of pensions and pension regulations met at 11 a.m., the Chairman, the Honourable Mr. Rowell presiding.

Members present.—Messieurs Andrews, Béland, Bonnell, Brien, Clark (N. Bruce), Devlin, Lang, McGibbon (Muskoka), Nesbitt, Nickle, (Vice Chairman), Redman, Rowell (Chairman), and Sutherland—13.

The CHAIRMAN: We have a letter from Major Todd stating that he will be in New York during the whole of next week, but that if we desire to hear him he could be present in the week commencing the 24th. Then we have a letter this morning from Mrs. Warminton on the cost of living, which I shall read to the committee. (Reads):—

Permit me to ask for your consideration of some suggestions I wish to make in regard to existing pension regulations as they affect widows and children.

I may say that for the whole period of the war I have been closely connected with the administrative work in the "Montreal Patriotic Fund;" and have had intimate contact with a great number of women, and from the experience so gained, I feel qualified to speak on the subject of the living conditions of the women who have suffered bereavement owing to the war.

Though my husband, Major Warminton, lost his life early in the war, I ask you to believe that I have no personal aims in taking up this matter with you, and that the only object I have in writing is to endeavour to procure a fair consideration of the circumstances of these women, and the treatment by the Government of the widows and children on as liberal a scale as is possible.

Knowing that your efforts have already been along these lines, as evidenced by the late increase for the allowance of children, I hope that the facts that I now put before you may induce you to extend this increase to their mothers.

I am sure that the people of Canada will not complain even if you err on the side of liberality, but if the allowance is too meagre, and deficiencies have to be made up by local aid, I am sure that dissatisfaction will result, and it is better to consider these questions now, before any cases may arise which would give undue prominence to the inadequacy of the allowance already made for the sustenance of widows.

It is well to remember that many widows will marry again and so relieve the pension fund, and gradually the children will come of age when their allowance will cease, thus diminishing the amount payable, and I would bring prominently before you that it is now and for the following few years that the mother wants the most help because she must give the children a fair chance, she must properly clothe, feed and educate them if they are to become desirable citizens. It must also be remembered that owing to the conditions of business in 1914, a great many married men of superior class joined the forces, and had these men survived they would have seen to it that their children were well brought up, and I feel that it is not your wish, nor is it in the spirit of the pension regulations, that this principle should be set aside.

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There may be abuses of the pension regulations in isolated cases, but speaking from my knowledge I think they will be few, and these cases should not justify improper treatment of the great body of women who have suffered in this great cause, and to whom the gratitude of the Canadian people should be shown, both for the womens' sake as well as in memory of their husbands who died for the Empire.

The following scale will show you the difference between the money women received whilst their husbands were at the front and what they now receive as widows:—

Income of rank and file while husbands at the Front.		Pension of widow and children.	
Woman with no children—			
Separation allowance. . .	\$30 per month.	Pension.	\$40 per month.
Assigned pay.	20 "		
Mont. Pat. Fund.	11 "	Difference	\$21 "
	<hr/> \$61		
Wife and one child—			
Separation allowance. . .	\$30 per month.	Pension widow.	\$40 per month.
Assigned pay.	20 "	" child.	12 new scale.
Mont. Pat. Fund.	16 to 20 ac- cording to age of child.	Difference	\$14 to \$18
	<hr/> \$66 to \$70.		
Wife and four children—			
Separation allowance. . .	\$30 per month.	Pension widow.	\$40 per month.
Assigned pay.	20 "	" 4 children.	38 new scale.
Mont. Pat. Fund.	33 or more ac- cording to age of children.		<hr/> \$78
	<hr/> \$83 or more per month.		

In addition to this they were given, if ill, by the "Montreal Patriotic Fund," \$5 called a sympathetic allowance, or emergency as required, burial and accident grants, etc.

The reduction from \$61 and over to a net \$40 per month is being felt by all women so situated as a very serious matter, consequently an increase of not less than ten dollars per month seems worthy of consideration.

Whilst I have dealt with the widows of private soldiers only, who provide the larger part of your pension list, I would also like to draw your attention to the allowance made to widows of officers who are with or without children. At present widows of lieutenants receive \$60 per month, captains \$66.50, majors \$84 with the usual allowance for the children, which is the same for all grades.

I would seriously ask you to reconsider these pensions, for you must remember that most of these men were educated men, who fondly hoped to educate their children in the very best way that is available, and to leave their wives well provided for.

In times such as we are experiencing, and which will persist for some years, a widow in this position cannot possibly bring up a family with credit to the community on this amount of money. The margin between success and failure may only cost the country a small amount extra per month, and it seems hardly worth while to run the risk of failure for a few dollars. The increasing age of the children, too, as the pensions fall in, gradually reduces the income of the widow.

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If you think that a personal discussion will be of value, I would be glad to wait upon you in Ottawa at your convenience and discuss these matters with you.

I am not in any way what you would call a reactionary, my ideas being all derived from my personal experience and I would not approve of loading up the pension fund with a lot of unnecessary payments, but at the same time I do believe that the widows of private soldiers and of the officers should be more liberally treated, and I think if you compare the sum already authorized with the money actually required for the subsistence of these women and children, and the education and formation of the latter as future citizens of Canada, you will be liberal in your recommendations, and you may depend on it that you will have the backing of every well-thinking citizen of the Dominion.

Respectfully yours,

Emily Warminton.

The CHAIRMAN: I am very glad that Mrs. Warminton is with us this morning. She will be very pleased to answer any questions which members of the committee may desire to ask her with reference to the conditions existing in Montreal and her experience in dealing with cases under the Patriotic Fund.

Mrs. WARMINTON called.

By the Chairman:

Q. Can you tell us, Mrs. Warminton, how many cases have come under your observation?—A. No, I cannot give you the exact number. The heads of the Patriotic Fund told me that if I needed them—of course I did not know that I was coming before you—they would give me their cases because they have not lost touch with the widows; but they all tell me that it is simply impossible for a woman to live and be respected on the present pension, especially a woman without children or with one child.

Q. Do you know from your own observation or information whether many widows are engaged in any occupation, that is, widows without children?—A. No, I am afraid I cannot tell you that this morning. I do not want to say anything that I am not absolutely sure of. I would rather not make a statement as to that.

Q. I am under the impression, although I am only speaking from an impression, that the reason why the pension for widows without children was fixed at that amount was that probably many of them were supplementing their incomes. They differ from women with children?—A. That may be so, but if a woman, especially the widows of the First Contingent men—many of whom were men over the military age—many of these women are over forty to-day, and you all know as business men that it is the day for young people, and a woman of forty, if she has no education and has to go to work has to go possibly as a scrub woman. That does not seem right. I feel rather strongly on this. I do not know whether you realize possibly the difference which ten dollars makes to a woman as to whether she keeps straight or not.

By Hon. Mr. Béland:

Q. You mean in a month?—A. Yes, in a month. The difference between \$40 and \$50 would make a great difference to that class of women. Now, you take the woman who wants to go on living in her little home and may want to take in a boarder; they do not like to take a woman boarder, but they take in a man, who pays better and is not so much trouble. I do not need to say any more. What I want is that the widow should have sufficient to let her live a clean, respectable life. The woman with a number of children is better off; the woman without children or the woman with one child is hard put to it to make ends meet.

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By Mr. Nesbitt:

Q. The woman with four children is fairly well provided for?—A. The discrepancy there is very small; for the woman with more children the pension is on the right side.

Q. That is, she can keep her house with it?—A. Yes.

Q. The pension committee of the Great War Veterans' Association drew our attention to that?—A. The Great War Veterans are asking for a great deal; I think they are asking too much.

By the Chairman:

Q. Would you just tell us what your experience has been in working in Montreal in connection with the pension work, or in connection with the Patriotic Fund?—A. Well, most women feel that they cannot exist, they cannot live, as soon as their husband is killed, on the pension they are getting. I had a little woman come into the room just before I came up here, and her husband had been killed. It was rather late. There had evidently been an accident, and she asked me what she was going to get. I told her, and she just looked and said: "I cannot keep up my home, that is all." And she cannot do it.

Q. How long have you been engaged in this patriotic work?—A. Ever since the war has started, and I have charge of the big application room. The average number of applications has been from 250 to 300 a day in that room. Every application goes through my hands. I know what it costs for these people to live; I know that the living now is at its highest point, but I do not believe it will ever go back so that women can live on \$40 per month, but if you give them more, I would say that \$50 a month would be sufficient. I can only speak for Montreal, and for the wives of the rank and file there I should say that \$50 per month for the widow and continue to give the other allowances to the children; that would be sufficient to make her independent.

Q. You think that if the pension to the widows were increased from \$40 to \$50 per month that would pretty well meet the situation?—A. I should say so, but I think I shall be called down by the Great War Veterans' Association and others; my opinion on that point will not meet with their approbation at all, but I think I know just how far a dollar will go.

By Mr. Nesbitt:

Q. I would like to say that I visited the rooms where Mrs. Warminton carries on the work and I can assure you, Mr. Chairman, that these women in Montreal were splendidly organized and that they can give the men an example in the way of organization; they deal with from 300 to 350 applications per day?—A. I want you, Mr. Chairman and gentlemen, to understand that I am absolutely on "my own," I am not representing the Patriotic Fund or anything else. With regard to our organization I may say that within a very few minutes I can turn up the record and give any information that is required with reference to any application that has been made at any time. I would like to offer a few suggestions with reference to the pensions to officers' widows. I do not like to speak about this matter because I am an officers' widow, but I happened to be one of the lucky women; I was able to carry on my husband's business after his death, and I am still carrying it on and therefore I am able to live comfortably; but that has nothing to do with the case. But I want to tell you why I take it up. I like to have my pension, it helps, and I am able to go along comfortably. But I know officers' widows with two or three little children—one widow I know of has had to go out and work in an office, these widows cannot live on the pension and bring up their children as we want the children of Canada to be brought up to-day. These men gave up good positions when they enlisted, and you have to take that into consideration; the widows of many of these men have young children

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and their husbands, being young men, were not able to carry big insurance; you could not expect them to do so, but you have to look to the future of Canada.

Q. Has many of these cases come under your observation?—A. I know of three cases in Montreal to-day; one of these widows is in an office, and another one has her mother living with her—none of them want their names to be known, they are so proud—she has to go out and teach music.

Q. Take the case of the one working in the office, how about her children?—A. That one has no children, that is why she can go into an office, but that is not right; it really is not right, it is all very well whilst she is young, she can work in an office now, but what about when she gets older? Supposing I had been left so that I had to go out to earn my living! I do not say I could have done it, but you have to take my age into consideration, I actually could have done it, but others are not blessed with that ability. I am not speaking for myself, but I am speaking for others who are not in the same fortunate position. If I have done any good by coming before you I shall be very glad; I do not ask for a lot of money because I quite realize that there should not be any unnecessary burden placed upon the country but the pensions should be sufficient for the widow to live upon so that she is not dependent upon charity.

Q. Taking the pensions to widows of officers what do you suggest, what addition do you suggest to the present pension?—A. I do not see how the widow of any officer from the rank of lieutenant up can get along with less than \$100 per month, really I do not.

By Mr. Clark:

Q. Your recommendation is that there should be an increase in the pension for widows of officers?—A. I asked for an increase from the privates right up.

Q. Including the brigadier-generals?—A. You have not many of the higher ranks, the great majority are in the lower ranks; the majors and colonels and officers above that rank form the smallest part of your pensioners; those below that rank by far the largest number.

Q. The argument has been advanced that there should be no difference between the pensions of officers and privates?—A. Of course I know there are those who advocate what they call equal pensions, but that can never come into force.

By the Chairman:

Q. You do not approve of that principle?—A. Absolutely no.

By Mr. Clark:

Q. Do you not think that the lieutenant's wife has just the same right as the major's or lieutenant-colonel's?—A. Yes, I suppose they have, but if you are going to deal with pensions in that way you will have to level everything. All I am asking for is a living wage. My request has been a very moderate one, has it not, Mr. Rowell?

Q. I think you have presented a very moderate statement?—A. I did not want to do anything else.

By Mr. Sutherland:

Q. Have cases come under your observation where a soldier got married subsequent to his discharge and has since died, possibly leaving a family?—A. Possibly married two or three days subsequent to his discharge.

Q. And maybe has left a child?—A. Yes.

Q. Any complaints as to the method adopted in providing for those children?—A. Would you mind repeating that question?

Q. Do you feel that some are suffering an injustice in that respect, who possibly are thinking they are not receiving what they should?—A. Taking those married just before discharge?

Q. Married after discharge?

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By the Chairman:

Q. Whether the widow should receive a pension or not?—A. Married after discharge—decidedly they should not. If a soldier is discharged he has gone back to civil life. She has married him with her eyes open. The case came up the other day. A woman married a soldier two days after discharge and the husband died.

By Mr. Sutherland:

Q. You have some cases of that kind?—A. Yes, I always take them to the Pension Board.

Q. Where a soldier died as a result of the disability he had incurred in the war, and left a widow and say one child, do you think he is not entitled to anything?—A. Oh, no. You said "married after discharge"?

Q. Yes, but since died as a result of his injury?—A. No; honestly speaking I do not think they should come on the country for anything. He has become a civilian. If she has married him after he has become a civilian, although he has received disabilities at the front, I do not see why he should become a pensioner on the country.

Q. But he is a pensioner although he is discharged, and as a result of the disability he sustained in the service he died and left a widow and child? You think he is not entitled to any consideration?—A. No, I will not make such a sweeping statement as that, but I look at it in this way; if a woman marries a man after he has been at the front and has been discharged, and she knows he has a certain amount of disability she runs the risk and I do not think the country should be compelled to support her. Why if that were so you would be swamped. Every woman would want to get married if she thought she were going to be maintained.

Q. But it rather penalizes the soldier. It does not encourage him to get married at all?

Hon. Dr. BÉLAND: There is the other case. If the girl knows she is going to get a pension if the soldier dies, no matter what condition he is in, these discharged soldiers will be swamped.

By Mr. Hugh Clark:

Q. The greater the disability the greater the inducement for a woman to marry the soldier?—A. Yes, you would be letting yourself in for a great deal.

By Mr. Sutherland:

Q. Don't you think the Pension Board should be able to use their discretion in the matter?—A. I presume they can.

The CHAIRMAN: No, not in that case. They are civilians and back in civil life. The War Veterans have raised the question.

Mr. SUTHERLAND: In that case the pensioner could hardly get married without feeling he was becoming somewhat of a criminal in jeopardizing the future of his family.

The CHAIRMAN: He would be in just the same position as any other man in that position.

The WITNESS: Yes, just the same. I think it will take us some time to realize that when a soldier is once discharged he is back in civil life.

By Mr. McGibbon:

Q. Except that he has incurred disability in the service of the country.

WITNESS: I did not expect to have a hearing before the committee this morning. If the members of the committee will think it over I think they will come to the conclusion that I placed my request at a very small figure. You certainly should increase the pensions of the officers' widows. I am speaking what I know, and I know the conditions. It is hard for the widows, when they have little children, to educate them,

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and they cannot do it, because many a man only carries an insurance of \$10,000, and when that is put out at interest, what does it amount to? With what she has got she cannot bring up young Canada to-day as we desire Canada to be in the time to come. We know the best are gone, and we want to raise up young Canada in the proper way.

Witness retired.

Mr. KENNETH ARCHIBALD re-called:

By the Chairman:

Q. Yesterday you were commenting upon the memorandum furnished us by the Great War Veterans setting out their recommendations, and we had reached No. 8, I think. Have you any comment to make on that?—A. I have a comment which does not affect the policy in any way, and that is this: From the point of view of administration, it is infinitely easier from our point of view to continue the pensions to the man while he is taking vocational training than to leave it to the Department of Soldiers Civil Re-establishment to increase his pension up to the allowance which they have in force. That is now being done in regard to treatment cases. When a man comes in for treatment we continue his pension, and they increase his allowance up to the allowances they have provided in their Order in Council, and I think it would be reasonable, in regard to vocational training if the same thing were done. In regard to continuing the pensions, and also paying the full vocational allowance, I have nothing to say.

Q. Then No. 9 is of course a question of policy? Have you any statistics to give us?—A. We have no statistics whatever. We have however received quite frequently from the Soldiers Aid Commission and the Great War Veterans Association letters with regard to particular occasions, those letters of course involving the general subject. There are quite a large number of men who joined the Mechanical Transport (which is a British branch of the service) in Canada, and of course there is a tremendous number who joined the Royal Air Force, and these men, it would seem, might reasonably expect to get as much pension as a Canadian. We have also received letters with regard to the Belgian Reservists' widows, with regard to French Reservists widows, and quite frequently with regard to British Reservists widows. But we have taken no steps except to bring to the attention of the Government that we have received these complaints.

The CHAIRMAN: I think, Mr. Secretary, that this year again we should ascertain whether there is any change and ask the Consuls General of the different Allied interests whose reservists in Canada may have gone overseas for the latest information as to the numbers who have gone, and particularly whether they know the number of pensioners or prospective pensioners who are residents or who are likely to return to Canada.

By Hon. Mr. Bédard:

Q. Is the difference very large?—A. The difference is fairly large. Take Great Britain; a Canadian who is totally disabled gets \$600 a year: in Great Britain he will get \$350 a year. In England of course, there is an alternate pension. If he has had pre-war earnings, say of something between fifty shillings and one hundred shillings, it may be made up to approximately \$75 a month, but in that case there is no additional allowance for his family in any way.

Q. Otherwise there is?—A. No, there is no additional allowance for the wife in England.

Q. For children?—A. Yes, the allowance for a wife in Canada is \$96; no allowance in Great Britain. The allowance for the first child in Canada is \$144; the allowance for the first child in Great Britain is \$84.35; that is expected to be shortly increased somewhat. The allowance for the second child in Canada is \$120; in Great

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Britain \$63.25. For the third child and subsequent children in Canada the allowance is \$96 and in Great Britain \$52.75, so that there is a difference approximately of one-third.

By Mr. McGibbon:

Q. It would be grossly unfair to leave it at that, wouldn't it? These boys who enlisted in the Royal Air Force had a more dangerous job, they took a greater risk, and it is only right that they should receive a bigger pension.

The CHAIRMAN: That is a question of policy which we will have to discuss when we come to frame our recommendations. In the meantime we want to get all the information possible.

The WITNESS: With regard to the Royal Air Force, the men who enlisted in that are generally lieutenants or captains or officers of higher rank, and the difference between the British lieutenant's or captain's pension and the Canadian lieutenant's or captain's pension is not so great.

By Mr. Sutherland:

Q. Are there many of these men in the Air service who still retain their connection with the Canadian Force, that is, who have been attached to the Royal Air Force?—A. While they are being trained they retain their connection with the Canadian Expeditionary Force, and if they are killed or injured during their training with the Royal Air Force the pension is according to the Canadian scale. If, however, they have been trained and definitely transferred to the Royal Air Force, the British pension obtains.

Q. Suppose that a man has served a year or two in the Canadian Force and then becomes attached to the Royal Air Force, he may have served two or three years in the Canadian Force and become attached to the Royal Air Force?—A. They would be definitely transferred, and would be struck off the Canadian Expeditionary Force and placed on the Royal Air Force.

By Mr. Andrews:

Q. I am told that the pension of an Imperial lieutenant is better than that of a Canadian lieutenant. Are you in a position to tell me?—A. I do not know the new figures. The widow of a British lieutenant receives one hundred pounds, or approximately five hundred dollars a year, while the widow of a Canadian lieutenant receives seven hundred and twenty dollars a year. In the case of a captain, the British pension is very nearly equal to the Canadian pension.

Q. Do they not get something in the way of gratuity or something?—A. They receive a gratuity, I think a year's pension to start with. I am not absolutely certain of the amount of the gratuity but I think that is right. I saw one case in which the widow had received a gratuity of a year's pension. Whether that was done in all cases I do not know.

By Mr. Nesbitt:

Q. Does not the British officer who is totally disabled receive more pension than the Canadian?—A. In the case of the lieutenant, no. The captains and officers of the higher ranks do receive more than the Canadian pension.

Q. My recollection is that when we first established the pensions the British officers' pension was higher than ours?—A. Oh yes, the private's pension in Great Britain was extremely small but as soon as a man got to be a commissioned officer the pension jumped right up, increasing three or four times over what it had been.

The CHAIRMAN: We will get the information as expeditiously as we can showing the number of the reservists of the different countries, and then we would like you to give us the information as to the difference in the scale of pensions in these different allied countries as compared with our Canadian scale, and what the estimated annual charge would be on Canada if we made provision for them. You can do that?

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The WITNESS: I think I can do that, sir. We have written to the different countries trying to get the latest pension regulations, but in some cases we have not received any word since almost a year ago.

The CHAIRMAN: If you take that up with Sir Joseph Pope, the Secretary for External Affairs, and ask him to cable to the different countries, asking for the latest information, the matter will be expedited.

Q. Then have you any information today which you can give us by way of comparison; you have the British and American comparison here?—A. I have a comparison made up to date, in so far as the information in the office is concerned, with regard to Canada, Great Britain, Australia, New Zealand, France, the United States, Italy, South Africa, and Belgium. But it is not complete with regard to all these countries, and it is not absolutely up to date in regard to all of them owing to lack of information in the office.

By Mr. Devlin:

Q. How late is it?—A. In some countries it is as late as November, 1918; in other countries it does not extend beyond 1917.

By the Chairman:

Q. What is the net result of this so far as the comparison of Canadian pensions with pensions paid in other portions of the Empire and in the Allied Countries?—A. The Canadian pensions on the whole are, at the present time, higher than the pensions paid in any other country that we have statistics from. The only country in which the pension is higher for a totally disabled man and his wife is New Zealand. In New Zealand the totally disabled man and his wife will receive \$758 and in Canada only \$696. On the other hand the totally disabled man without a wife in New Zealand will receive \$505 whereas the totally disabled man in Canada will receive \$600.

By Mr. Devlin:

Q. Have you any data with respect to the scale of the cost of living in these countries?—A. I have no data whatever in regard to the cost of living in any of these countries, but it has always been taken for granted that the cost of living, for instance, in Great Britain, is less than in Canada.

Q. What about New Zealand.—A. We have no information whatever in regard to that.

By the Chairman:

Q. Then this statement which Mr. Archibald has prepared will go on the record, and if we get any information by cable or letter before the committee concludes its work a revised statement will then be put in.

Statement submitted by Mr. Archibald giving comparative table of pensions for rank and file handed in as follows:

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PENSIONS—Comparative Table,

	1919 Canada (new scale with increases for children).	April, 1917, Dec., 1918, Canada (new scale).	June, 1914, March, 1917, Canada (old scale).	Statistics Nov., 1918. Great Britain.	Statistics June, 1918, Australia.
	Yearly rate.	Yearly rate.	Yearly rate.	Yearly rate.	Yearly rate.
Total disability.....	\$600.00	\$600.00	\$480.00	\$351.00	\$379.00
Allowance for wife of dis- ability pensioner.	96.00	96.00	.....	.....	189.50
Widows.....	480.00	480.00	384.00	Under 45, \$175.50 Over 45, \$191.75	253.00
Parents.....	Pension in ac- cordance with needs not to exceed \$480.	480.00	288.00	Not to exceed \$191.75	Mother of unmarried son receives same pension as a widow. Parents without ade- quate means award- ed pension. (Amount not stated.)
Children.....	\$144.00 first child. 120.00 second child. 96.00 subse- quent child- ren.	96.00	72.00	* \$84.35 first child. 63.25 second child. 52.75 subse- quent child- ren.	\$130.00 to first child, 97.50 second child, 65.00 subsequent children.
Orphan children.....	\$288.00 first child. 240.00 second child. 192.00 subse- quent.	192.00	144.00	* 126.50 first child. 116.00 subse- quent child- ren.	\$130.00 to 10 years, 162.50 to 14 years, 195.00 14 to 16 years.
Special allowance for helplessness.	Not to exceed \$300.00.	Not to ex- ceed \$300.00.	Not to ex- ceed \$250.00.	Not to exceed \$253.00.	\$126.50
Number of classes of dis- ability.	20 classes and gratuity.	20 classes and gratui- ty.	5 classes and gratuity.	8 classes and gratuity.	No clearly defined classes.

* An increase in pension for children and orphan children has been effected since previous statement
ber increasing the above pension rates and enlarging the scope for paying pensions. § Incomplete.
NOTE—The commissioners have written to the different countries requesting further details regarding

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Rank and File.

Statistics Oct., 1917, New Zealand.	Statistics 1917, †France.	Statistics Oct., 1917, United States.	‡Italy.	Statistics 1918, South Africa.	Statistics April, 1917, §Belgium.
Yearly rate.	Yearly rate.	Yearly rate.	Yearly rate.	Yearly rate.	Yearly rate.
\$505 00 253 00	\$240 00	\$360 00 180 00	\$243 00	\$379 00 126 30	\$240 00
379 00	112 60	300 00	121 50	353 00	
379 00	.....	\$240 00 for widow- ed mother.	If without wi- dow or children, pension award- ed to parents.	No information..	
130 00	.....	\$120.00 first child, 150.00 second child, 60.00 each addi- tional child up to two.	.....	94.90 first child, 84.20 sec'd child, 73.75 third child, 63.25 subsequent children.	
195 00	112.60 if wife was separated from soldier and not entitled to pension.	\$240.00 first child, 120.00 sec'd child, 120.00 third child, 60.00 each addi- tional child up to two.	Will receive widow's pension while minors.	No information..	
Not to exceed \$130 00.	No special allow- ance.	Not to exceed 240.00. A total disability pen- sioner who is bed- ridden or who has lost both hands or both eyes, may be paid \$100a month, but there shall then be no extra allowance for at- tendance.	.....	Not to exceed 50 % of amount of disability pen- sion the pen- sioner is receiv- ing.	
No information..	6 classes.....	Compensation for partial disability is a percentage of total disability equal to the re- duction in earning capacity.	.....	No information..	19 classes.

was sent to P.C. † Pension bill being revised at the present time. ‡ New decree passed last Novem-
pensions, but in most cases the information has not been received yet.

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By the Chairman:

Q. That statement does not include the insurance provisions, perhaps Mr. Archibald might explain just what the provisions regarding insurance are in the United States?—A. In the United States any soldier may, within 120 days after his enlistment, insure his life for any sum from \$500 up to \$10,000, at the normal rate without any "loading" whatever. The average rate, I think, was something under \$8 per thousand, and in the United States it was found that approximately 85 per cent to 90 per cent of the soldiers took out insurance for \$10,000, which was the maximum amount of insurance they could take out. The insurance premiums on \$10,000 would be, on an average, about \$80. The insurance is payable to the widow or to the totally disabled man, it is not payable when a man is not totally disabled.

By Mr. Nesbitt:

Q. It is payable in instalments, is it not?—A. It is payable in instalments lasting, I think, over 20 years. The result of the insurance not being payable to a man who is less than totally disabled is that the totally disabled man has a pension of about \$30 per month plus the payments on his insurance extending over a period of 20 years, which will be approximately \$50 per month, giving him a total of \$80 per month. The man who is less than totally disabled, who is say 80 per cent disabled, would receive a pension proportionate to the \$30 which the totally disabled man gets; that is 80 per cent of \$30 and would receive no insurance, and he would also be obliged to continue to make payments on his insurance so that the man who is 80 per cent disabled is very, very, much worse off than the man who is totally disabled.

Q. The cost of insurance is deducted from the soldier's pay?—A. The cost of insurance is deducted from the soldier's pay every month, just as if it were a compulsory assignment of pay, to pay the premium on the insurance, but he was not obliged in any way to insure himself.

Q. The principle adopted was to give him insurance at cost without any "loading"?—A. Yes, that is it.

By the Chairman:

Q. Number 10 deals with the question of equality of pensions, that is a question of policy. The point we want to get from Mr. Archibald in relation to that is, the number of officers drawing pensions and the number of widows. We have a statement prepared by Mr. Archibald giving the number of officers receiving disability pensions to December 31, 1918. The total number of lieutenants is 657, captains 231, majors 93, lieutenant-colonels 18 and colonels 3. Mr. Archibald draws attention to the fact that the great majority of these pensions are in classes 15 to 20 inclusive; apparently four-fifths of them, a very substantial percentage, come within those classes. What is the percentage of disability in class 15?—A. Class 15 is 30 per cent.

Q. The very large proportion of officers are drawing pensions for disability varying from 30 per cent down to 5 per cent?—A. Yes.

Q. Then Mr. Archibald has prepared another statement showing the number of officers' widows and dependents receiving pensions to December 31, 1918. In this case there are 560 dependents of lieutenants.

MR. NESBITT: How many widows?

THE CHAIRMAN: Four hundred and thirty-five widows, 183 widows of captains, 128 of majors, 41 of lieutenant-colonels and one of colonel. Then mothers—100 of lieutenants, 19 of captains, 12 of majors, one of lieutenant-colonel. Fathers—17 of lieutenants, 3 of captains. Children—428 of lieutenants, 185 of captains, 168 of majors, and 47 of lieutenant-colonels. Orphans—8 of lieutenants, 2 of captains, 4 of majors, 1 of lieutenant-colonel. Under the heading of brothers and sisters, one of major.

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By Mr. Devlin:

Q. Could you tell from the data you have before you how many of those officers are in receipt of pensions, who have never left Canada?—A. No, we have kept no figures on that up to I suppose six or seven months ago, and the result is that we only have figures for six or seven months of officers who have not left Canada.

Q. Have you no generals?—A. No.

By Mr. Hugh Clark:

Q. Two have been killed, why is it there are no records of that?—A. They probably left no dependents.

Q. There is General Mercer for one?—(No answer.)

By the Chairman:

Q. Have you statistics of the officers drawing pensions who have not left Canada for the past six months?—A. I am not absolutely certain. I know that these figures were to be prepared, but whether they have been prepared or not, I do not know. I can find that out.

Q. Get the best information you can in reply to Mr. Devlin's question?—A. I will.

By Mr. Andrews:

Q. I desire to ask you, would equalization of pensions be possible from an administrative standpoint, omitting that pension?—A. From an administrative standpoint it would be much easier for the Pension Board to carry on where there is only one rank, namely, an equalized rank all through the list. We have at the present time a tremendous number of differences in rates; for instance there are twenty classes of disabilities. Any man may be in any one of these classes. He may have a wife. He may have a wife and one child, or a wife and two children, and so on, and then he may be in any one of ten different ranks. The result is that, in so far as our rates go, we have almost an infinite number of different rates. Those different rates would be reduced probably 20 or 30 per cent at least, were there only one rank and equalization of pensions.

By Mr. Sutherland:

Q. Was there not some provision made in the regulations adopted in December last to give the commission some discretionary powers as to limiting the rank to that of lieutenants?—A. No, there was nothing of that description at all. The only provision with regard to the rank in the regulations passed in December was that it was the rank at which the disability was suffered which would count and not the rank at the time of discharge. That was the only provision with reference to rank.

Mr. NESBITT: That was the recommendation last year

Mr. ANDREWS: Would an equalization of disability pensions cause any particular hardship to any commissioned officer.

Mr. NESBITT: If they were equalized up it might not?—A. This statement that I have prepared here shows that probably 80 per cent of the disability pensions that are being paid to officers are being paid to officers who have suffered disability of 30 per cent or less, and as such I do not think there would be a very great hardship in reducing those pensions. For instance, the pension of a lieutenant at 30 per cent is \$22.50 a month, the pension of a private at 30 per cent is \$15 a month, making a difference of \$7.50. A captain's pension is \$25 at 30 per cent, and a private \$15 making a difference to him of \$10, but in so far as living goes, I do not think there would be any particular hardship for those officers who had suffered disabilities of less than 30 per cent.

Mr. LANG: I did think that pensions should be equalized, but I have changed my mind to some extent. I think we should not break faith with the officers in regard to

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the scale laid down by K. R. & O. at the time they enlisted but as to any increase we make we should have a free hand. The same with the war gratuity. There is no war gratuity mentioned in the K. R. & O. That was a splendid chance to prove we were democratic in this country, to make the war gratuity all equal. But I think we should keep faith with the officers according to the standard laid down by the K. R. & O. in the old days and try to bring the others up to that standard.

The CHAIRMAN: Some members of the committee are here now for the first time and I may say what we have been trying to do in our earlier sessions had been to elicit all information possible to enable us to reach conclusions on such points as you have mentioned, and when we get in all the evidence we will discuss the various questions and try and arrive at some conclusion that will seem right in the public interest.

Mr. LANG: I learned last night for the first time that I was appointed a member of the committee and have not had time to look into these matters.

The CHAIRMAN: No. 11 does not touch pensions at all; that is in regard to the soldiers civil re-establishment. No. 12 deals with the point we were discussing this morning when Mrs. Warminton was here. That is a question of policy. You have not any data to assist us in regard to that.

The WITNESS: All I can tell you is since the Flu epidemic we have had probably one hundred or more applications for pensions on behalf of widows who were married subsequent to the soldier coming home. Perhaps one hundred is a large figure. We have in most cases simply informed the widow that the law did not allow of our paying a pension owing to the fact that she married her husband subsequent to incurring his disability. I have a case with me to-day which I was asked to bring before the committee by Mr. Cloutier at the instance of Mr. Sutherland. It is the case of a widow of a man named Haywood. At the time this case first came before the commissioners it was thought that it might be dealt with under the hardship clause; that is, the hardship clause which was put in the regulations by an Order in Council of December 22. The case was later on submitted to the commissioners after a letter was written, and the commissioners decided that as a matter of policy they could not submit cases of this description to the Governor in Council under the hardship clause. Their reasons apparently are as follows: If we begin at the present time to pay pensions to widows who were married to men after disability was incurred, we would have to continue in later years to give pensions to the new widows created by the death of their husbands. Perhaps in twenty years a man may die of influenza, and his widow be left in poor circumstances, and it is thought that she would have quite as much claim twenty years from now, if she was in poor financial circumstances, as the widow of a man who happened to die just a few days ago; and that if the hardship clause is applied to such widows every time a man dies, from now to the end of pensions, there will be a hardship created, and we will be obliged to consider cases at present decided as precedents, and give pensions to widows who might happen to be in poor financial circumstances twenty years from now.

By the Chairman:

Q. Can you tell us from your investigations of the pension laws whether this was one of the main difficulties experienced in the United States in connection with the pensions for the Civil War? It was suggested the other day by one of the members of the committee that it was?—A. In the United States they used to pay pensions in all cases to widows whether the man died as a result of service or not, or whether she was married to him previous to his disability or not. They found that there was a tremendous abuse by death-bed marriages; that is to say, a pensioner perhaps would be extremely sick with tuberculosis, and he would know of a young lady—perhaps he would be engaged to her—and he would immediately get married to her. He would die perhaps anywhere from three days to six months afterwards, and the widow would get a pension for life. The other abuse was that old men married young

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girls. I was given some figures, which I believe are incorrect, but are correct enough for a statement to be made upon them, that a short time ago there were two hundred and thirty-nine widows of men who were in the war of 1812. That would mean that men of seventy to ninety years of age married girls of from fifteen to twenty-five years of age, and these girls are now somewhere between eighty and a hundred years old. Exactly the same condition of affairs has taken place with regard to the Civil War. Some of the widows are still young; some are very old, but we will have to wait still twenty or thirty years perhaps to have five hundred or six hundred widows of eighty years of age of men who served in the Civil War.

Q. They still have a large pension bill for the Civil War?—A. They still have a very large pension bill for the Civil War, and curiously enough that bill up to I think the year 1908 or 1909 kept on increasing although the number of pensioners receiving pensions kept on decreasing. The reasons given for that do not affect this particular question, but as the Civil War veterans grew older they naturally grew more disabled, and the more disabled they were the more pension they got. Some of them died, and of course were taken off the pension list, but others grew older and more disabled, and the stoppage of the pensions of those that died did not make up for the increase of pension to those that survived.

By Mr. Nesbitt:

Q. They must have reviewed them every year?—A. Not every year. Some were permanent, but they reviewed all temporary disabilities every year. Finally, not so long ago, they decided that instead of having those old fellows medically re-examined every year they would simply increase the pension from time to time as those old fellows grew older. That is the system under which they are working now, as I understand from a conversation which I had the other day with a man who was connected with the Pension Bureau in Washington.

By the Chairman:

Q. What is their present pension regulation on this point in connection with the present war?—A. So far as the present war is concerned they have an entirely new set of regulations. They provide that a widow marrying subsequent to disability may receive a pension provided the man dies as the result of a disability incurred on service, and providing that the marriage takes place within ten years of his discharge. I think there is also a provision that he must be in fairly good health; that is to say, he must be a fairly good insurable life, as it were.

By Mr. Nesbitt:

Q. When he marries?—A. When he marries.

By the Chairman:

Q. You might get these pension regulations for us.—A. I can get you the exact clauses; I have them at the office.

Q. Bring them with you the next day, so that we can see what the clauses are—A. I know they do pay pensions to widows who marry subsequent to disability. They have tried to get away in a measure from that system, but have not been able to do so entirely.

Q. In the case of a man who had been discharged dying during the recent epidemic of influenza, is his widow entitled to a pension?—A. If he was married previous to his disability she is entitled to a pension, provided the condition of the man would preclude his getting better from the influenza, that is to say if a man had chronic bronchitis and was taken down with influenza followed by pneumonia it would probably be said that the chronic bronchitis caused his death.

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By Mr. Bonnell:

Q. I have a particular case of that nature in view which came under my observation and after writing a great many letters I have not been able yet to get any information in regard to that case?—A. What is the name of the man?

Q. Boardman of British Columbia, he died from pneumonia.—A. I will look that matter up and get the information.

By the Chairman:

Q. The point is whether disability was caused by service; what is the practice in the Department?—A. The practice is to award pensions whenever it can be said that the disability suffered on service was a contributing factor; it must be a very definite contributing factor, but it does not need to be a large contributing factor.

By the Chairman:

Q. Number 13 is also a question of policy. Have you any data as to how many dependents might be involved in that?—A. It is hard to say; if there is an epidemic such as that of influenza and pneumonia which we had recently there would be a very large number involved, but otherwise there would not be such a large number.

Q. I suppose that we can, if any of the members of the committee think it desirable, get from the Pay and Separation Allowance Branch of the Militia Department, a statement of the total number of dependents of men that served overseas, but that would not serve us very much, it would be pure speculation. Then coming to number 14, that clause 9a should be deleted. Have you any comments to make on that, Mr. Archibald?—A. No, the only comment I might make——

Q. You might explain to the committee just what is meant by that?—A. The reason for which the clause was first put in was this there are a very large number of men who have been disabled overseas but who have not been so disabled as to be discharged and they have taken jobs on the pay corps or headquarters staff, or any job which might be open to them in Canada or in England only they are not fit for service overseas. Those men were never discharged, and they were never pensioned. Many men were discharged in the early days when fit for home service only and later on re-enlisted for home service only. In fact some men re-enlisted for service in the firing line. Perhaps they have lost a couple or three fingers which, in the early days disqualified them, but in the later days this injury did not disqualify them. These men re-enlisted and were working in the office alongside men with the same disability that had never been discharged. The result was that one man was getting pay plus his pension, and the other just had his pay, although both had been disabled to the same degree. Then again men in the front trenches with three fingers off might be getting a 15 per cent pension while other men might be in the trenches with the same degree of disability, without pension, because later on men with injuries of that nature were merely sent to England until convalescent when they were sent back to the firing line; these men were only getting their pay.

By Mr. Devlin:

Q. Why did they not get a pension?—A. Because pensions are not awardable until a man is discharged.

Q. Are not pensions given to the men by the Government in payment of the debt the Government owes them. If the men are compelled to fulfil their obligation of service it should not discharge the Government from its obligation to give them a pension?—A. That is just what the Government is doing; pensions are paid for loss of capacity of civilian employment, but pensions are not considered from the point of view of military employment at all. So long as the man is in military employment the question of pension can not come up, because pension is awarded only for loss of capacity in civilian employment. Therefore the man who is disabled and is not discharged never is considered for pension because he has so far lost no capacity for

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civilian employment, for the reason that he is not being employed in a civilian capacity. The other man who has been discharged and has later re-enlisted returns to the same position he was in before he was discharged. In other words he is not in civilian employment, he is in military employment, and, as such, is not entitled to a pension. That is the argument, whether it is a good argument or not I do not know.

By the Chairman:

Q. That is a question of policy which we will have to pass upon when we reach that point.

By Major Andrews:

Q. Since the war is over and all these men will shortly be discharged does this argument apply?—A. It will apply to this extent that it is expected that the country will still keep an army or militia and it will apply to the men joining the militia again later on, if there is to be any pension law which has to do with the pension of the militia man and not with the C.E.F.

By Hon. Mr. Bédard:

Q. The man's pension is resumed the moment he returns to civilian life?—A. Oh, yes, it is resumed immediately; it is only during service in the army that the man does not receive pension.

By the Chairman:

Q. Number 15 asks that should a man on the strength of the D.S.C.R. for treatment die from any cause whatever his dependents should receive a pension. Have you any comments to make on that, Mr. Archibald?—A. The pension law at the present time provides not only for a pension but for insurance for the soldier so long as he is in the service. This clause asks that insurance provisions be extended to cover the time while the man is taking treatment. That is to say from the time he puts the uniform on till the time he takes it off he is pensionable for whatever happens to him. This clause 15 would apply the insurance provision to the time while the man is taking treatment in the D.S.C.R. or is taking vocational training.

Q. It would extend the pensionable period so that he might be entitled to draw pension after his discharge up to the time he ceased to be undergoing treatment?—A. That would apply to all long treatment cases, for such cases as tuberculosis, but there are a large number of cases, going for re-treatment after discharge of say two, three or four weeks' duration and that would also apply to them.

Mr. HUGH CLARKE took the Chair, the Chairman Hon. Mr. Rowell retiring.

WITNESS: I have a case in point which I desire to bring up, at the request of the Commissioners. This statement is made by our secretary, and reads as follows:—

This is another case which might well be brought forward at a meeting of the Parliamentary Committee on Pensions, in regard to the pensionable status of soldiers receiving treatment from the Department of Soldiers' Civil Re-establishment.

You will recall that at this morning's session of the committee the question was raised by the Secretary of the G.W.V.A., and further that I stated at that time that it was my understanding that in certain instances soldiers have been and are being discharged from the C.E.F. direct to the D.S.C.R. for treatment without their pensionable status having been determined. In such cases, through no fault of the soldier's, his dependents are cut off from the possibility of pension because of the creation of the D.S.C.R. on the part of the Government as a matter of convenience in supplying him with necessary treatment, rather than keeping him on the strength of the C.E.F.

As pointed out by T. R. in his memo. to the Commissioners, there might be two practically similar cases of soldiers, one receiving treatment from the

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C.A.M.C., the second receiving treatment from the D.S.C.R., and both dying from causes not attributable to service in the actual meaning of the term. Nevertheless the first case would be considered as dying on service with a consequent pension for dependents but the second case could not be considered as pensionable.

(Sgnd.) STANLEY B. CORISTINE,
Secretary.

Mr. MCGIBBON: What is the Government's idea in adopting a regulation like that? Apparently on the face of it, it is grossly unfair.

The ACTING CHAIRMAN: When he is with the C.A.M.C. or on service he is in uniform. After he goes over to the Department of Soldiers' Re-establishment he is a civilian. They draw the line there.

Mr. MCGIBBON: But the Government admit they have not discharged their obligations to him when they take him on for treatment.

WITNESS This involves the whole question of the principle which is at the bottom of all pension regulations. In Canada we adopt the principle of insurance, namely, that the man shall be pensionable for whatever disability he suffers during service. In all the other countries of the world they have adopted the principle that soldiers should be pensionable for that which the country did to him, namely, whatever was attributable to his service or due to his service, or, as in the case of the United States, in the line of duty. We have practically adopted (more than adopted, one might say) the principles upon which compensations are paid to workmen. Workmen are paid compensation when their disability is suffered during the course of their employment. Pensions in Canada are paid when the disabilities are suffered during service, which is even wider than "during the course of employment". In the United States, in Great Britain, in France, and in all the other countries they say that pensions are payable when the disability which was suffered during service is attributable to the service or due to the service, or is in the line of duty, which is narrower than our law. Our provision is very wide as it is. If we adopt the principle however, there is no reason why we should not extend its application to cases of treatment when the man is discharged direct for treatment from the permanent forces to the Department of Soldiers' Civil Re-establishment, but we would be going a tremendous distance if we applied the principle to those men who, after discharge, say six months, a year, or two or ten years after discharge require treatment for the old disability, and then went into the Soldiers' Civil Re-establishment Hospital to get treatment and died of something else—we would be going a tremendous distance if we applied the principle of insurance to those men. As we understand the law, so long as a man is a soldier anything he suffers is pensionable. As soon as he becomes a civilian he is only pensionable for that proportion of his disability which can be said to be due to service. We go back to the old pension principle as applied in other countries in regard to pensions for men after discharge. During service we apply the Workmen's Compensation Act principles practically.

By Mr. McGibbon:

Q. We unload our responsibility before we discharge our obligation?—A. It might be said that we unload our responsibility before we discharge our obligation in those particular cases which are discharged direct to the Soldiers' Civil Re-establishment for treatment, but not in regard to those cases which come up for treatment as I say, six months, a year or ten years after discharge.

Q. I quite agree with you as to the later cases which might come up in the years to come, but we have not reached that stage yet?—A. By no means—well we have, with some. I saw a case yesterday of a man discharged in 1916. He was asked to come in for re-examination to our district office. He came in, was re-examined, his pension re-assessed, and he returned to his home. He lived six miles from Kapus-

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casing. He got as far as Kapuscasing, and found he had the "Flu," and he went into the hospital there, and he wrote to us, although he lived six miles out, and said that that was his home town or village, Kapuscasing, and he asked us if we would not pay his expenses during the time he was in the hospital at the rate we paid on giving him his re-examination. We wrote to him that he had reached his home, and that his attack of influenza had nothing whatever to do with his services or with his having been called in for re-examination, and that we could not see our way to pay him.

Q. It might have had something to do with him being called in for re-examination?—A. We said as far as we knew, and we gave him the opportunity of proving it. It is simply a case of "might."

By Hon. Mr. Béland:

Q. How many days was he on the journey?—A. It was six miles from Kapuscasing.

Q. How many days after he left home before he contracted the influenza?—A. Not more than four days.

Q. It is altogether likely he did contract it, because it is a highly contagious disease?—A. Yes, but would you suggest or could it be stated definitely that he could not have contracted it if he had remained in Kapuscasing?

Q. No, you could not say that?—A. It is an epidemic. A man might contract it anywhere.

Q. He may have contracted it as a result of leaving his own home?—A. Yes.

Q. It is more than probable that is the case?—A. Yes, but it is not probable enough to allow the Government to pay out money in consequence. However, that is a side issue.

By Mr. McGibbon:

Q. But when you ordered him in for re-examination, the object is to reduce his pension?—A. No, that is not the object.

Q. That is frequently the result?—A. That result may occur. On the other hand he may continue to receive the same pension or may have it increased. Very frequently he has it increased, not quite so frequently as he has it decreased, but very nearly.

Q. The same thing pertains to all the treatment they get under the Soldiers' Civil Re-establishment Department. There are two objects as I understand it, one is to restore the boy but by restoring him you automatically reduce his pension?—A. No, quite the contrary. A man has chronic bronchitis he will receive a pension for chronic bronchitis in its cured stage, then he will develop chronic bronchitis and will take treatment. He gets his treatment free. He gets his sustenance free and pay and allowances for himself and his wife while he is receiving treatment. Then if they put him back in the same position that is to say suffering from chronic bronchitis, he gets the same pension.

Q. I do not think that that applies to all cases?—A. It applies to a very large proportion. These recurring diseases for which they are getting treatment nearly always become active and need treatment. If they are reduced to the same state as they were before treatment was taken, the men go back on the same pension. We find that in less than ten per cent of the cases which take treatment from the Department of Soldiers' Civil Re-Establishment, that is spasmodic treatment, where they are in for two weeks or for a month, in less than ten per cent of the cases is there any change in the pension when a man goes out.

Q. I do not think that is a fair application. Do you not think it would be fairer if you pensioned them without the treatment?—A. If the man was left without treatment he would become sick. It might be a mild case of chronic bronchitis at one time, and if he did not take the treatment he might continue to be sick for a long while, and he might develop not only chronic bronchitis but asthma.

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Q. That brings us back to the original point whether the Government are unloading their responsibilities before they have discharged their obligations?—A. The Government, so far as I understand it, are endeavouring to give the man the best chance possible to earn his livelihood.

Mr. McGIBBON: I quite agree.

The WITNESS: Not only from the point of view of treatment during his service, but also after his service. So far as the pensions are concerned, the treatment has nothing whatever to do with them. If the treatment benefits the man and his disability is reduced, the man is in a better condition to carry on in life, and his pension is reduced accordingly. If the treatment brings him back to the same position as formerly, he is not in a better position in life and he is not reduced. If the treatment does not bring him back to the point at which he was originally and he is in a worse position than formerly the pension is increased. But the pension has no relation to the treatment whatever.

By Mr. Devlin:

Q. Have you any principle governing tuberculosis cases? Do you follow the same line of action as in cases of bronchitis for instance?—A. Yes, in all cases when we re-examine a man, or when a man comes into the office and makes the complaint that he is sick, it does not matter what he is suffering from; whether it is bronchitis or tuberculosis, or a case of heart, we immediately refer him to the Department of Soldiers' Civil Re-establishment, and they re-examine him and find out whether he needs treatment or not. If he needs treatment, they take him on for treatment and give pay and allowances, not only to the man himself but also to the wife, and this pay and allowance is approximately equivalent to the military pay and allowances plus Patriotic Fund.

Q. In considering these cases, do you take the first medical examination passed by the man?

The ACTING CHAIRMAN: I may say, Mr. Devlin, that all that was gone over at the last meeting of the committee.

By Mr. Andrews:

Q. It would appear to me after what has been said that this clause 15 is not an unreasonable one, and that any other action would be entirely illogical?—A. In so far as these men are discharged direct from the Militia Department to the other department, I think it is absolutely logical to follow out the same principle. On the other hand, the principle, if extended to those men who may come up for treatment in five or six years, would I think cause a tremendous expenditure of the country's money without adequate reason.

Q. It might be overcome by setting a time limit for remarriage?—A. You might have this case for example, you might have another epidemic in 1924. Three hundred men are receiving treatment from the Department of Soldiers' Civil Re-establishment. Out of these perhaps ten or fifteen die of influenza. If this principle were applied the widows of those ten or fifteen would receive pensions. On the other hand, there might be five hundred or six hundred pensioners who did not happen to be in the Department of Soldiers' Civil Re-establishment institution might also die of influenza, and the widows of these men would not receive pensions simply because the men did not happen to be receiving treatment at that particular time.

By Mr. McGibbon:

Q. Supposing a man returns in two or three years suffering from some disease directly attributable to the war and dies as the result?—A. If he dies as the result of disability incurred during service, his widow or dependents will receive a pension.

The ACTING CHAIRMAN: I have already made a suggestion to the chairman of the committee that the scope of the committee be widened so as to include the consideration

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of the question of burial of all ex-soldiers where necessary, and that we make a recommendation in that regard. A good many instances occurred during the "flu" epidemic, and it is desirable to avoid anything that looks like pauper burial for the soldier. Other proposals have been made that soldiers' cemeteries should be set apart in the large centres and that in the smaller centres plots where the soldiers might be buried should be secured. There is an organization in Montreal that has taken up this matter for the province of Quebec.

Mr. REDMAN: In Edmonton they are doing that now.

The ACTING CHAIRMAN: It seems to me desirable that a general policy should be outlined dealing with this question all over Canada. The idea has been proposed, too, that in these larger cemeteries suitable monuments should be placed, and that in the larger places monuments with the name of each man buried in the cemetery should be erected. This matter will come before the committee again and be discussed in all its bearings, not only as applying to pensioners, but to all soldiers.

'Committee adjourned until 11 a.m. Tuesday, March 18, 1919.

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COMMITTEE ROOM No. 318,
HOUSE OF COMMONS,
OTTAWA, TUESDAY, March 18, 1919.

The Special Committee on Pensions and Pension Regulations met at 11 o'clock a.m., the Vice Chairman, Mr. Nickle, presiding.

Members present: Messieurs Andrews, Béland, Bonnell, Brien, Clark (N. Bruce), Cronyn, Green, Lang, Lapointe (St. James), McGibbon (Muskoka), Nesbitt, Nickle, Power, Redman, Ross, Rowell, Savard, and Sutherland.—18.

The VICE CHAIRMAN: I have received a letter that the Minister of Militia asked me to present to the Committee. (Letter read as follows):—

THE VETERANS OF FRANCE AND COMRADES.

For God, My Right.

Meeting Place, Sons of England Hall,
HAMILTON, Ont., March 7, 1919.

From Mr. JOHN ANDERSON, M.C.,
40 Shaw Street,
Hamilton, Ont., Can.

To The Hon. the Minister of Canadian Militia.

DEAR SIR,—At a regular meeting of the 1st Degree Veterans of France, (men who served in a front line trench), held in the S.O.E. Hall, Hughson St. North, February 27, 1919, at 8.00 P.M., Mr. John Anderson, M.C., presiding, it was unanimously resolved to call the Government's attention to Section 12 of the New Pension Regulations.

At present it reads, "that should a soldier die, who is in receipt of a class 1 to 5 pension, his widow and children would be entitled to draw a pension equal to the widow and children of a soldier killed in action."

This organization earnestly petitions your Government for a reconsideration of the section in question, with a view to its extension so that it may read: "If a member of the Forces, to whom a pension has been granted, in any of the classes 1 to 10 dies, leaving a widow, to whom he was married at the time of his incurring his disability, such widow shall be entitled, until re-marriage, to pension at the rates set forth for widows in schedules C. and D., of the Pension regulations and shall be entitled to draw the allowances for each child, at the rates set forth in the foregoing schedule." Furthermore, this organization suggests that Section 12 be extended still further to read: "That should a soldier die, who is in receipt of a class 10 to 15 pension, his widow be entitled to pension at the rates of two-thirds of the total pension, at present granted to widows of soldiers who belonged to classes 1 to 5, all children of such soldiers to receive pensions in a like ration."

Furthermore,—"That soldiers who die, who are in receipt of a pension 15 to 20 class, his widow be granted a pension equal to one-third of the pension at present granted to widows of soldiers who belong to classes 1 to 5 and all children of such soldiers to receive pensions in a like ratio."

(Sgd.) JOHN ANDERSON, M.C.,
For 1st Degree Veterans of France.

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The VICE CHAIRMAN: Here is a letter which has been received from the representative of the Les Sac-au-Dos de 1914 (Société Militaire Française) Montréal, (letter read):

"Montreal, March 17, 1919,

Hon. N. W. ROWELL,

Chairman of Pensions Committee,

House of Commons,

Ottawa.

SIR,—May I be permitted to place before you and the Committee of which you are the Chairman, the present request as coming from thousands of French soldiers, former residents of this country, through their association, known as "Les Sac-au-Dos de 1914" (Pack bearers of 1914).

The Frenchmen who resided in this country before the war and who, as reservists of the French Army, left Canada to take part in the mighty struggle for liberty which has just ended, beg to solicit the favour of being placed upon the same footing as the members of the C.E.F., as regards pensions.

We fully realize and appreciate very much the great efforts made by the Canadian Government and the Canadian people during the last four years, in assisting our families in such generous manner while we were serving at the front, as well as the very kind treatment that is granted our returning soldiers. However, we feel we are entitled to some further consideration in view of our previous record in this country and also in view of the peculiar position in which we, French born of Canada, are placed under the circumstances, and we are taking the liberty of appealing again to the Canadian authorities for assistance and protection.

It is our earnest and humble desire that the Canadian Government supplement the French pension so as to make it equal to the corresponding rate of pension paid to members of the C.E.F.

Our request is based upon the following reasons:

1. The majority of the French reservists were old residents of Canada, where they built a home and settled definitively, many of them being naturalized British subjects.

2. These reservists have fought alongside of the Canadian troops for a common cause in a war which affected Canada and the whole British Empire as much as France herself.

3. They are entitled to active membership in the Great War Veterans' Association, which goes to show that the Canadian soldiers make no difference between Allied Veterans in Canada.

4. Many of them were married with Canadian girls, and, as a matter of fact, several of the widows in behalf of whom we also plead now, are Canadian born and their children are future citizens of this country.

5. The amount paid by the French Government to disabled soldiers and widows does not meet the wants of the beneficiaries in Canada.

6. *Canada will profit by enabling these people to remain here, because it will ensure for the next generation a large population of readily assimilated citizens at a lesser cost than by the ordinary process of immigration.*

The expenditure on that account will be insignificantly small, as shown by the figures quoted below: Number of reservists, 5,000; killed, 250; pensioned, 100; widows, 80.

The figures quoted above are the approximate figures given out by the Consul General who will be glad to confirm them, should you care to inquire from him.

The maximum paid by the French Government for total disability is \$480, but there are no cases of total disability in our colony, as they remained in

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France. The men we have to deal with are incapacitated in a proportion of 60 per cent as an average, and the average pension paid is therefore \$288.

The corresponding amount given to a member of the C.E.F. would be 60 p. 100 of \$720, that is \$432, which means that the Canadian Government would have to expend each year on account of the men: $100 \times (432-288)$ or \$14,400.

As regards the widows, the French Government pays them a pension varying from three-quarters to one-half of the maximum, according to the number of children; let us say an average of \$360.

If you figure at an average of two children per family, the corresponding amount given to the widow of a Canadian soldier would be \$600, and the difference to supplement the French pension would be \$240, making a total for the 80 widows of \$19,200 per annum.

Therefore the total expenditure for the whole French colony of Canada would be approximately \$34,000 a year.

We beg to draw your particular attention on the condition of widows who have no relatives in France on account of their Canadian nationality. These women who cannot expect any assistance from overseas, except the French pension referred to, will be put through a lot of hardship, if the Canadian Government, which is the Government of their native country, do not help them in some way or another.

We beg to submit the whole to the consideration of your committee, trusting that you will see your way clear to provide for the future welfare of those who have sacrificed all in order that justice may prevail throughout the world.

I beg to remain, Sir,

Yours very respectfully,

G. P. Chevassu,
Secretary.

Hon. Mr. Rowell, having arrived, took the chair.

Mr. LAPOINTE: I would suggest that the committee should write to the Consul General for France asking him to furnish a statement of the number of pensioners and widows, and the scale of pensions paid to them, so that the committee will be able to consider the question. The letter speaks for itself but I think we ought to have that information.

The CHAIRMAN: This matter came up at the last meeting of the committee when it was decided to get the information suggested, and the secretary has already written for it. Then there is another letter dealing with the same matter except that it covers the widows and children of all reservists who have served overseas, but who were living in Canada when the war broke out.

The CHAIRMAN: I have also received the following letter:—

OTTAWA, March 14, 1919.

Dear Mr. ROWELL,

I am forwarding to you herewith as Chairman of the Parliamentary Committee on Pensions,

(a) Recommendations from the Women's Advisory Committee of the Repatriation Committee with regard to pensions for dependents of soldiers of allied countries who were citizens of Canada before the war.

(b) Resolution passed March 5 by the National Chapter, Imperial Order Daughters of the Empire.

With regard to "a", I would draw your attention to the fact that valuable information is attached bearing on the number of pensioners who would be affected by an extension of the existing regulation to include soldiers of allied

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countries. The total number is not large, and I would suggest that the principle of the recommendation is sound.

Yours faithfully,

VINCENT MASSEY.

Then follows the recommendation *re* pensions for the dependents of allied soldiers living in Canada, as follows:—

In this time of world reconstruction it is encouraging to note the closer friendly relationship being established between the nations who have been allies in the struggle for world freedom. It is also gratifying to record the recognition given by the Canadian Government to the soldiers of our Allies residing in Canada or coming to this country. They shared the burden of the struggle with our Canadian soldiers and they are now sharing the rewards of victory and the privileges accorded by the Government to our own soldiers. This is illustrated by the work in the different departments of the Soldiers' Civil Re-establishment where these men are offered the same advantages of treatment, training and education as are offered to Canadian soldiers and sailors. Opportunities for land settlement are also given equally to these allied soldiers and to our Canadians. This is just, fair and generous, for these men, British, French, Belgian and Italian—mostly reservists—answered their native country's call in the time of the world's great need, many of them leaving their dependents in Canada to be cared for until the soldier returned to the country of their choice. It is fortunate that this policy, sound from both social and economic point of view, carries with it a generous recognition of the service rendered by these men, who, though soldiers in the Allies' armies, were already Canadian citizens.

Some of those who answered their country's call or who enlisted later in the armies of our Allies, did not and will not return. They have made the great sacrifice and given their lives for the ideals of Liberty and Justice and for Humanity. Our debt to them can never be wholly paid, but we can recognize their service by recognition of the needs of the women and children whom they have left behind here in Canada. Throughout the war the Canadian Patriotic Fund has recognized this obligation, both national and international, and while the men were on service, the Patriotic Fund carried their dependent families on their books, granting them, in all cases, a much heavier allowance than that accorded the families of Canadian soldiers, because the British, Italian and Belgian Governments did not make as large a grant of separation allowance nor did the soldiers draw as much assigned pay as Canadian regulations allowed Canadian soldiers and their families. The cost of living, ever increasing during the war years, affected these families of our Allies residing in Canada, equally with the families of our own Canadian soldiers, and the Fund not only gave its monthly grant, but in addition, made up the difference between the Allied and Canadian Government allowances. Not only has this been done while the men were on active service, but since some of these soldiers have died or have been reported "missing", the Fund has continued to carry the families on their books, although going beyond the scope allowed by their Act of Parliament in so doing. This, for the same reason, viz., that pensions granted by the Allies were less than those granted by the Canadian Government and wholly inadequate to meet the needs of the families residing in Canada.

The Patriotic Fund, however, will soon cease to exist, and these families, some 475 approximately, (325 British, 80 French, 20 Italian, 50 Belgian) will be subject to want or will become objects of charity unless the Government makes adequate and suitable provision for them as a recognition of their Canadian citizenship and of the great sacrifice and service made by their men, now killed and missing in the war.

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The Women's Advisory Committee of the Repatriation Committee therefore ask if the same just and generous recognition extended to the soldiers of our Allies coming back to Canada cannot in principle and deed be extended to the women and children residing in Canada, who have been left widowed and fatherless as a result of the war. The Women's Advisory Committee, therefore, recommend that the Canadian Government make up the difference between the sum of the Canadian pension which would be paid to these women and children and the sum actually being paid them by the British, French, Belgian and Italian Governments, the amount of pensions to vary with the increase in pension made by these respective Governments, whose pension legislation is now under consideration and review, and to be granted to the aforesaid dependents as long as they reside in Canada. Such action on the part of the Canadian Government would legitimately and naturally follow the present recognition of service on the part of the soldiers of the Allies, who are now receiving treatment, training and re-education at the expense of the Canadian Government and also taking advantage of land settlement on the same terms as our Canadian soldiers.

It will be easily seen how small a tax would be involved for the Canadian people as the numbers quoted are bound to decrease as the children grow older, or, if the widow remarries. The great return in international goodwill and in the actual well-being and contentment of this group of our Canadian citizens is, on the other hand, an important factor in the consideration of our recommendation. Attached are memoranda from the respective consuls and officers concerned with payment of allowances to soldiers' dependents residing in Canada who receive these grants through the Consuls of Great Britain, France, Italy and Belgium.

JEAN S. ROBSON,
HELEN R. Y. REID,
EDITH E. BOWLBY.

Then at a meeting of the National Chapter, I.O.D.E., March 5, the following memorandum was passed:—

Daughters of the Empire request the Repatriation Committee to take steps to have increased the pensions given to children of soldiers and sailors made orphans by reason of the war so that greater educational advantages may be within reach of these children during the age when they would be expected to be in attendance at High Schools and collegiate institutes.

We have another communication which was sent to the Acting Prime Minister and forwarded to me.

1416 Standard Bank Building,
VANCOUVER, B.C., March 4, 1919.

The Honourable Sir THOMAS WHITE,
Acting Premier,
Ottawa, Ont.

SIR,—I would like to draw your attention to the following facts to show that a grave injustice is being done to the parents and dependents of so many of our young men who enlisted voluntarily from this province in the Canadian Expeditionary Forces and who have been killed in action. In a large number of cases it has been the only son who has answered the call of his country and in others the whole family comprising two or three sons have been killed, thus leaving the aged parents without any support whatever.

Now when there are so many soldiers coming back, steps are being taken in numerous business places to place these men with the result that so many of the fathers of the boys who have been killed are being let out of their posi-

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tions and returned soldiers taken on in their places. In addition to this the terrible anxiety of the last four years has weighed on the minds of so many parents of these boys that they are now physically unable to support themselves.

It does seem most unfair that these dependents cannot be placed on the same basis as the widows of the men who have fallen and I would ask you to kindly look into this matter with a view to having the Pension Act amended to include the mothers, fathers and dependent sisters of those men who gave up all and who if they had not gone to the war would now be able to keep their parents and dependents in comfort. Surely the parents of those who have paid the supreme sacrifice should be entitled to the Government's best consideration, "for what greater love hath any man than this, that he lay down his life for his fellow man." It seems extraordinary that the Pension Board should not have received explicit instructions regarding this grave matter making it optional for the bereaved dependents to make the application, for this pension.

Trusting this matter will receive the Government's earnest consideration, I beg to remain,

Yours respectfully,

W. FITZGERALD.

The CHAIRMAN: That will be placed on record. There are two more communications this morning, one from Mr. Clark of the Department of Soldiers' Civil Re-Establishment.

TI CLERK (Reads):

"DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT,
OTTAWA, March 13, 1919.

DEAR MR. ROWELL,—The question of soldiers obituaries in Canada has been under consideration for some months by the Departments of Soldiers' Civil Re-Establishment and Militia and Defence, but no general policy has been decided upon. Both Departments pay the expenses of burial up to a certain maximum where such assistance is required. That, however, embraces only men in uniform and discharged soldiers undergoing treatment or training with the Department of Soldiers' Civil Re-Establishment, and does not provide for payment of burial expenses in the case of ex-soldiers who are not receiving such treatment or training.

The suggestion has been made from many quarters that this is a duty which should be undertaken by the Government, and I would suggest that the scope of the work of the Parliamentary Committee on Pensions be widened so as to include consideration of a general policy to ensure that no ex-service man should have pauper burial.

I may say that several proposals have come to this Department, and I think to the Militia Department, that soldiers cemeteries should be provided in large cities, and soldiers plots in cemeteries in smaller towns; that the Government should pay, not only for the expense of the burial, but also for suitable marking for individual graves and one substantial monument in each cemetery or plot on which would be engraved the name of every soldier buried in such cemetery or plot.

Yours very truly,

Signed HUGH CLARK.

The CHAIRMAN: That can be also filed, and we can decide later on whether we wish to take it up.

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Mr. NESBITT: Supposing a soldier is on leave without pay, and takes sick with the influenza and dies; would he be entitled to have a burial allowance? Perhaps Mr. Clark could answer that question.

Mr. HUGH CLARK: No, but the Department of Militia and Defence in such cases pays the burial expenses.

Mr. NESBITT: I had a letter this morning, refusing to pay in the case of a young man. This young man was given leave of absence for ten days, took sick with the influenza, and a Military constable was sent to arrest him. They found him in bed, and he was afterwards removed to the hospital and died. Before Parliament met I applied for the burial allowance, and I got a letter this morning refusing payment because he was on leave when he died.

The CHAIRMAN: We can decide on that later. There is another communication here. It is the reply of the Department of Militia and Defence to the request for information as to the total amount necessary to provide a war service gratuity. The Secretary will kindly read it.

The SECRETARY (Reads):

"DEPARTMENT OF MILITIA AND DEFENCE,
OTTAWA, March 14, 1919.

DEAR SIR,—*Re: War Service Gratuity*—With reference to your letter of the 12th instant, I enclose herewith a statement showing the estimated cost of War Service Gratuity authorized by P.C. 3165 as \$125,000,000. This statement is of necessity a rough one as statistics are not available and estimates as to the number of soldiers who would be eligible for the gratuity and the average length of their service have had to be made.

I might say that the calculations were made by the Chief Accountant, Militia Department, and I understand also by the Overseas Military Forces of Canada authorities, and the figures of each of these were within \$5,000,000 of this amount.

Yours truly,

Signed J. G. Langton,
Brigadier-General, a/Paymaster General."

Approximately 53,000 accounts for Post Discharge Pay have been opened in districts and Ottawa up to November 30, 1918, at a total expenditure of.. . . .	\$6,678,978 00
Estimated expenditure on retroactive feature on account of above mentioned accounts, say.. . . .	\$ 5,000,000 00
Estimating that War Service Gratuity will be payable to 300,000 soldiers who prior to November 30, 1918, had not received Post Discharge Pay, that the average length of service of these soldiers will be two years and calculating that one-third of these soldiers will have dependents entitled to receive Separation Allowance.	
Expenditure estimated—	
One-third with dependents eligible to receive Separation Allowance—100,000 soldiers at \$500, minimum for two years' service.. . . .	50,000,000 00
Two-thirds without dependents eligible to receive Separation Allowance—200,000 soldiers at \$350, minimum for two years' service.. . . .	70,000,000 00
	\$125,000,000 00
Deduct estimated cost of old scheme of Post Discharge Pay on the basis of the first 53,000 accounts at.. . . .	50,000,000 00
Net estimate of additional expenditure=.. . . .	\$75,000,000 00

The CHAIRMAN: Then there is a communication from Mr. Buchanan drawing attention to the statement made in the Imperial House of Commons by Major Cohen

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in reference to provision for disabled soldiers. It appears, however, to be more germane to the work of the Soldiers' Civil Re-Establishment, though Mr. Buchanan seems to think that it is a proper matter to come before us. It deals with re-education, and the work that men may do who are partially or totally disabled.

Mr. GREEN: That is more for the Soldiers' Civil Re-Establishment Department.

The CHAIRMAN: Yes, I think it is more appropriate to the Soldiers' Civil Re-Establishment Department. It is hardly within the scope of our work. It is a very interesting statement. The major asked permission to address the House sitting as he had lost both his limbs in the war.

The CHAIRMAN: At the last sitting we had just finished with Mr. Archibald. I understand that Mr. McGibbon had some questions to ask him.

Mr. KENNETH ARCHIBALD, called.

By Mr. McGibbon:

Q. There was just one matter that I wanted to clear up in regard to decentralization. Reading over the minutes, I gather that you made the statement that the medical examiners awarded the pensions?—A. Subject to check for gross errors at the head office.

Q. That does not seem to be the actual practice. The actual practice as I understand it is that it is only the man who appeals that appears before the medical examiner?—A. Perhaps I had better go over the whole business from beginning to end. At the present time men are being boarded on militia form B-227, that is they are boarded for discharge. It has nothing whatever to do with pensions excepting in so far as the form requires a report on the man's condition. The documents come from overseas with the men, and are taken to the military districts from which the men are discharged. As soon as each man is discharged the medical board, B-227, together with any forms which he may have are forwarded to the Board of Pension Commissioners in the different cities.

Q. Just so; but who is to pass on them?—A. Thereupon the medical officer in the Board of Pensions in the district examines those papers and he decides as to what pension the man is apparently entitled to from his examination of these medical documents.

Q. That is all I want; but the impression we received from your evidence the other day was that the man who actually examined the soldier set the pension, whereas it is the man who examines the documents does so?—A. The medical examiner, after having decided what pension the man is apparently entitled to, instructs the clerk in the district office to write to him intimating to the man that he is going to get such and such a pension. He, also, at the same time informs the man that if he is not satisfied with the amount he may appear in person for examination. If, however, the man is satisfied, nothing further is heard of it, and the recommendation is forwarded to Ottawa for payment. On the other hand, if he is not satisfied, the man appears before the medical examiner and is examined; thereupon the medical examiner is at perfect liberty to change the award made previously or not, as he sees fit. But, in any case, he will explain to the man exactly why his disability is placed at that particular percentage.

Q. But unless he appeals it is settled?—A. It is not an appeal; it is merely a statement of dissatisfaction. For instance, if you were a returning man, upon arrival in Canada you would go to your home, and perhaps three or four days later you would receive a letter in which you would be informed that you had been awarded a 25 per cent pension, and notifying you that if you are not satisfied with that award you may come in to be examined.

[Mr. Kenneth Archibald.]

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Q. But the point I want to make is that the man who actually determines the pension does not see the pensioner except in cases where the man appeals: that is correct?—A. I think “appeal” is the wrong word. The pension is not settled at all till the man has had an opportunity of expressing whether he is satisfied or is not satisfied. The disability is estimated, and the man is informed what the estimate is.

Q. What his pension will be?—A. What his pension will be “unless you are dissatisfied you will get so much pension”; but it is not really settled until the man says “I am satisfied” or “I am not satisfied.”

Q. The reason I asked questions on this point is because the board are trying to work out a scheme which will be satisfactory, and if the committee can help them to reach a further state of decentralization everybody agrees it will be of material assistance to them.—A. If it were possible for the medical board discharging the soldier to at the same time estimate his disability and give him his pension that would save us a tremendous amount of worry.

Q. That is the point I am coming to.—A. On the other hand, we have found that while the medical boards know a great deal about describing disabilities, and about why men should be discharged, they do not know especially about estimating his disability for pension. The estimating of disability is not a part of the ordinary routine of a doctor. A doctor may spend a half dozen years in college, and half a dozen more years as interne in a hospital, and know nothing whatever about estimating of disability.

Q. I do not agree with you at all?—A. Or know very little about it. On the other hand if a doctor reads such books as Sachet's on workmen's compensation he will very shortly know a great deal about estimating disability; or if he comes to our office to receive instructions he will very shortly know a great deal about the estimation of disability, but unless he has received some training along these lines he cannot estimate disability, and get it in uniformity with the estimate of another doctor.

Q. I quite agree with you in regard to uniformity but it is, I think, the view of everybody all over the country that the old methods of dealing with this matter has been a failure, and they are trying to get away from it, and the point is whether this committee can help the Pension Board to evolve a better scheme of estimating disability?—A. Previous to this de-centralization, until just previous to the meeting of this committee last year, military boards used to estimate the percentage of disability and I personally saw two cases where the descriptions were absolutely similar, from a lay point of view, and were absolutely similar from a medical point of view; I am not a medical man but I read them over and you could transpose the two—one came from Montreal and the other came from out West—in the one case the estimate of disability was 10 per cent, I do not know whether that was the western one or not, and in the other case the estimate was 75 per cent.

Q. Both of them might have been correct?—A. Both might have been correct, the descriptions were absolutely alike, exactly the same.

By Dr. Bonnell:

Q. In the diagnoses for nephritis although the descriptions might be similar the estimate might not necessarily be the same because there is a great variation which might easily range from 10 per cent to 75 per cent.—A. It is quite possible there might be that variation, but, on the other hand, in these two cases as it turned out there was not.

Q. What happened in these two cases?—A. In this case, at least in the one case, the 10 per cent award was made something like 30 or 35 per cent, and the 75 per cent was pared down, the two were unified and there was no complaint.

Q. They were both wrong then, they must have been if you reduced 75 per cent to 35 per cent and brought the 10 per cent up to 35 per cent.—A. No, not necessarily.

Q. I am speaking of the original findings?—A. Yes, the original findings were both wrong.

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Q. Who determined the right proportion, or how was it arrived at, by further examination?—A. It was determined by our people at the head office who had experience of a very large number of cases of nephritis; they took the description and read it over carefully and came to the conclusion that so much was the correct percentage of disability from the description, not from having seen the man in any way at all.

By Dr. McGibbon:

Q. It was absolutely impossible to do justice in that way?—A. On the one hand you have to get away in the first place from the faulty estimation of disability by a medical board which has not been trained along the lines of estimation of disability. On the other hand you have to get away from the other side of it, namely, the awarding of pensions by men who have not seen the pensioners concerned. We endeavour to do this by means of de-centralization. We have men trained along the lines of estimating the percentage of disability, and we have sent them out to our district offices and we say to them "Estimate the amount of pension after seeing the man, if you can; on the other hand if you are quite certain with regard to the disability make the estimate even if you do not need to see the man".

Q. My point is this—and it is an important point in the working out of this—that the great bulk of the men who come home are anxious to get discharged, and are not going to make any complaint which is going to hold them in the army, and the man comes home, and his pension is fixed according to his record, and it is only in those cases where the man, after seeing what his pension is, states that he is not satisfied with it and appeals, that the Pension Board fixes the pension?—A. It is only in those cases.

Mr. POWER: A man wants to get out of the army and won't tell his whole disability.

By Mr. Redman:

Q. Should you not have a doctor skilled in awarding disability sitting on the Medical Board, who will actually see the man?—A. When the decentralization plan was first spoken of I endeavoured to have that arrangement made, but the decentralization plan did not go through at that time. In the meantime the Militia Department put into force the system of holding all Medical Boards for discharge in England. It was impossible for us to send over a sufficient number of men skilled in estimating disability to handle the number of discharges which are being made overseas.

By Mr. Lang:

Q. Considerable trouble is being caused out West by the Ottawa officials reducing the rate of pension. The Medical Board examine a man and place his disability at 50 per cent, and they complain that Ottawa has a habit of reducing that to 25 per cent, therefore there is a tendency on the part of the Medical Board to increase the disability to get the soldier what they think he should get?—A. That is, I think, all old stuff now. That was one of the reasons why we put in this decentralization plan. Up to perhaps six months ago Medical Boards used to re-examine these men for pension. That is the Military Medical Board. They did not estimate the per centage of disability. They have not been estimating the per centage of disability for over a year now, but nevertheless they used to tell the man, "I think you will get so much." The case would come to Ottawa and the man might not get so much. It was for that reason we established this decentralization plan, and sent our medical men to our district offices. The men do not come to the Military Board any more. They go direct to the office doctor, and the doctor tells the man "You are going to get so much pension," and if the man says "I am satisfied," there is no need for an explanation. If he says "I am dissatisfied," the doctor will explain to him why he is to get so much pension, and when the doctor's recommendation comes to head office it is not changed, unless there is a gross error.

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By Mr. Power:

Q. Is there a confidential report goes in?—A. The confidential report has been done away with entirely.

By Mr. Nesbitt:

Q. If the man is still dissatisfied he can appeal?—A. He can keep on appealing for ever. So long as he is dissatisfied we will give him a hearing.

By Mr. Brien:

Q. In this decentralization plan what method have you for fixing uniformity of action in determining pensions? You get a report from No. 1 or No. 13 and what way have you of deciding on uniform pensions for a certain disability?—A. We have no means whatever of deciding on cases so that there will be uniformity of awards, except the fact that we have trained all the men that are now examining, and we hope that through their training, they will be able to secure a certain amount of uniformity. On the other hand we have still men at the head office who are going over these cases after payment is made. They go over them from the point of view of checking them. They read the description of the disability, and if they find a case in which the estimate at the district office has been 50 per cent, when, according to the report from the district office it would appear that it should be only 30 per cent, they will thereupon correspond with the district office doctor and say to him: "From your district office report this would appear to be a 30 per cent disability. You have awarded 50. Please give us your reason," and the man's pension will go on at 50 per cent so long as the district medical man is quite certain that 50 per cent is the right award. For instance you may have a case of nephritis; the district report perhaps would not be entirely clear. Nevertheless the doctor who examines the man sees that he is in a very much weakened condition and gives him a 50 per cent award. When the documents come to head office they look over them, they do not appreciate the very much weakened condition of the man, and they say it should be only 30 per cent. They correspond with the doctor in the district, and he explains to them: "It is quite true that if this man were not in a very weak condition he would be only entitled to 30 per cent, but being in a weak condition, he is entitled to 50 per cent," and the only means of getting uniformity is by means of this check and this correspondence.

Q. I wanted to ask you about another matter in connection with gratuities.

The CHAIRMAN: The Pension Board has nothing to do with gratuities.

Mr. BRIEN: In this connection I think it has.

By Mr. Brien:

Q. It is a rule of the Pension Board to grant no pensions for functional disabilities?—A. When the disability are clearly functional or hysterical, no pension is granted as a rule.

Q. I believe that recommendations have gone in from special boards advising that these gratuities be increased. They are allowed to give up to \$100, but not beyond that?—A. Yes.

Q. I believe they have some cases of simple neurosis, which should call for a short term pension, or a good substantial gratuity, and that many of those cases would improve very rapidly and feel that justice had been done to them if these boards had the privilege of saying to them, "We are going to recommend a good large gratuity, or a six months' pension, and that will be the end of your recompense?"—A. Our reason, of course, for refusing pensions to hysterical cases was that we had been in conversation a great many times with Colonel Russell. He has convinced us that in the larger proportion of cases the awarding of a small pension would tend rather to prevent a man's cure than to aid it. He said, however, that he would recommend the payment of a gratuity in some of these cases, but under the law as we have it at present we cannot give a gratuity of more than \$100.

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Q. That is just the point. Has any evidence been brought before the Committee recommending an increase of gratuity or a short-term pension?

The CHAIRMAN: No.

By Mr. Brien:

Q. I agree that a long-term pension for cases of this kind would not be in the best interests of the pensioner, but I think that a short-term pension, say for six months, or a larger gratuity would be very beneficial and well deserved.—A. I am not competent to speak of that at all, but from what I heard from Colonel Russell, I think your statement is probably correct.

The CHAIRMAN: We have asked that Colonel Russell appear. He is away at present, but we hope to have him later.

Mr. BRIEN: Would it be possible to have Major Boyer, of Toronto, to give evidence in this matter? I do not think there is any man in Canada who has had greater experience or who is doing greater work in neurological cases than Major Boyer.

WITNESS: He is under the control of Colonel Russell, I think. He is the neurologist for the Toronto Hospital.

Mr. ANDREWS: We have Major Tait here. Perhaps he could give us some views along that line.

The CHAIRMAN: We would like to finish with Mr. Archibald first.

By Mr. Sutherland:

Q. Last year Colonel Russell addressed the Committee, and seemed to have rather radical views with regard to the treatment of those nervous cases. Has the Board acted on his recommendations, and if so, have you found it necessary to revise the pensions?—A. I cannot say whether we invariably acted on the recommendations which came from the neurological boards throughout the country, but I know that it is the rule that we shall act on their recommendations in hysterical cases.

Q. My reason for asking the question is because I know of a man who was drawing a 35 per cent disability pension, but who on the recommendation of the Central Board here was cut off entirely, but was later on re-instated as a 100 per cent disability. I believe that the Board acted on Colonel Russell's advice in that case.—A. I think I remember that case. The man was re-instated on a 100 per cent disability for the time during which he had failed to receive treatment, and it stopped from the time the man started treatment. It is expected that the man will be cured, if it is the same case that I have in mind.

Q. Did not the medical examiner at Guelph say that it was not purely a nervous case?—A. I do not know whether we are speaking of the same case.

Q. What I wanted to find out was whether Colonel Russell's advice was considered decisive by the Board, or infallible. He was rather extreme, if I remember correctly.

The CHAIRMAN: May I make the suggestion that on these matters touching the medical side we should have the medical expert of the Board here to give testimony. We can have him at any time.

By Mr. McGibbon:

Q. Do you not think that you should either cure these men who break down, or give them relief.

The CHAIRMAN: That is a question which we will discuss when we come to make up our report.

Witness retired.

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Professor W. D. TAIT, called.

By Mr. Nickle:

Q. What are you professor of?—A. Psychology.

Q. This Committee is particularly interested in that class of work. Tell us what your ideas are in relation to returned soldiers?—A. I am not an expert on pensions. I understood that I was to come here to discuss the nervous and mental side of the question, and I shall be glad to answer any questions.

Q. What is your idea as to the best treatment which the country should accord to those nervous cases?—A. I would say give them adequate treatment in the neurological hospitals and a pension, because I do not think that these men can be fully cured. What I mean is this: a man may have had shell-shock, and as a result he may have a certain form of hysteria which may have resulted in functional paralysis. I quite frankly admit that the paralysis can be cured.

Q. What do you mean by the term functional paralysis?—A. Paralysis in which no organic lesion is found. That may be relieved by treatment, but the story does not end there. I am of the opinion that a state of neurasthenia is developed in all cases of shell-shock. That is what you may call exhaustion neurosis. That to my mind is incurable. The man's will-power is impaired, and his confidence in himself is impaired, and I do not think that such a fellow can come back to normal.

By Mr. Power:

Q. What do you think of the statement made last year by Colonel Russell to the effect that 75 per cent of shell-shock cases could be sent right back to the front?—A. I am speaking of genuine shell-shock cases. Even then a man may go back to the front, and still have neurasthenia. A man may be able to do a certain amount of work. There are different grades, some are worse than others, depending to a large extent on the man's previous history and his general nervous condition.

By Mr. Nickle:

Q. Do you mean by the expression functional paralysis that there is paralysis to a certain extent but that there is no physical disorganization?—A. Quite.

Q. Will the balance reassert itself?—A. No, I do not think it will. The paralysis may be cured; a man may regain the use of his arm or leg, but the cause of the functional paralysis, the shock, the absolute exhaustion of the nervous system still persists, and a weakened will-power, perhaps, and various other mental factors.

By Mr. Bonnell:

Q. What do you mean by exhaustion of the nervous system? Is there any pathological change?—A. That is a question for physiological chemist, and I do not think it has been thoroughly threshed out. If you can tell me the chemical changes which take place when a nervous impulse travels across the synapse I will tell you what the change may be. I do not know.

By Mr. Cronyn:

Q. Would you go so far as to say in these shell shock cases that there is no actual nerve exhaustion?—A. A man may resist shell shock for a long period but if he is in the mud and water, without sleep, for four or five days he is predisposed to shell shock.

By Mr. McGibbon:

Q. I saw a case overseas in the hospital where a man lost his voice from shock, and there were several of them who had shrapnel. In the course of treatment one man had been in the operating room and was given ether as an anesthetic, and he talked very freely; in what way, I could not say, but he recovered from nervous exhaustion very quickly. It seems to be a very quick recovery.—A. I think it was Doctor Russell who was telling of a man who could not use his arm and the doctor said

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to him "If you cannot use it we will have to cut it off" and he heated an iron in the furnace. He said to the man "you had better look the other way whilst we burn this off." The man turned his head away and the doctor took a cold iron and applied it to the arm and the man thought that his arm was being removed. He was cured of the paralysis. Of course these are extremely sensational cases but they do not get rid of the matter.

By Mr. Ross:

Q. What you say is that if a man has really had shell shock there is some nervous exhaustion that justifies the Government in giving him a pension.—A. Yes, I have come across a number of cases where men have suffered from shell shock and I am of opinion, from my own observation as well as from what I have read, that in cases of this kind there is a definite disability. A case came to my notice the other day from the west, that of a man who is in receipt of a five dollar pension and he was so bad that he could not get a job, nobody would employ him.

Q. If I understand you correctly you take the position that these men have suffered disability as a result of service and that the government should, accordingly, give them a pension?—A. Yes.

Q. Is there any well defined division between functional paralysis and some organic lesion or do they blend one into the other—I am not a doctor?—A. Nor am I—yes, there is a big distinction; they may go together, a man may have them both at once.

Q. So that a man with functional paralysis may suffer probably from the result of it or from lesion—can you mistake one for the other?—A. There are certain tests to distinguish.

Q. Would you go so far as to say that men with paralysis should be simply given a gratuity and thrust out to scratch for themselves?—A. No, I think they should have a pension.

By Dr. Brien:

Q. Might I ask a question right there: We have the experience of the Danish Government with regard to functional neurosis from industrial occupations and also that of the German Government in the treatment of these cases. The Danish Government gave a gratuity or short term pension and the result was that 93 per cent of their neurasthenic cases recovered. The German Government gave a long term pension or a pension during time of disability for neurasthenic disability and they only had 9 per cent of cures.—A. I hold that all cases of neurasthenia the man is never the same, he is never completely well afterwards.

By an Hon. Member:

Q. You hold the German idea?—A. I do not care what the German idea is.

Q. We have lots of cases of "railway spine." I have known of cases where men claimed that they had received injuries to the spine which developed neurasthenia from which they suffered for a number of years; in some cases they sued the Railway Company and succeeded in obtaining damages from the Company; shortly after they had secured the damages they became quite well again.—A. A neurasthenist is never fully recovered. As a matter of fact you may never be able to lay your hands on any definite physical test; sometimes there are mental symptoms, but a man has never the same confidence in himself; he knows he is broken down and you will find if he is up against a strenuous proposition he breaks down again.

Q. There is another question I would like to ask which bears on this point. I understand the German soldier is subject to shell shock just the same as the soldiers of the Allies and you know, do you not, that there have been no cases of shell shock in the case of German prisoners who have come through the barrage.—A. No, there have not been, and there has only been one case in eight thousand of our soldiers who have gone through the barrage.

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Q. There is nothing more gruelling, nothing more likely to break down a man's resistance than going through the barrage?—A. Yes, there is,—mud and ice, and four days without sleep is far worse than the barrage.

Q. They do not break down as much under those as they do under the barrage.—A. Oh yes, they do.

By Mr. Nesbitt:

Q. Granting all you say to be correct would not the best cure for men suffering from nervous trouble be to get them to work which would engage their attention?—A. The best cure to my mind is a light occupation, that will take the man's attention from himself. The neurasthenic and shell shock cases are inclined to be abnormally introspective; if there is something the matter with them they are inclined to make much of it, and they are thinking of their own troubles; in fact that is the disease. Providing he has nothing to worry him—

Q. We cannot imagine a case, except we get in the Garden of Eden, where there is no worry.—A. You know the case of Weir Mitchell, the great American nerve specialist, who was a neurasthenic, and who became very much run down and went over to Paris to see Janet, the great French specialist. Janet did not know him and said to him: "There is only one man who can help you and that is Weir Mitchell."

By Mr. Cronyn:

Q. What would you say to the suggestion that if the man be pensioned while he was suffering from functional paralysis and that after he is cured and comes out of the hospital he is taken up again on the basis of neurasthenia?—A. Of course, he will not be drawing pension while treating for paralysis, he will be in the hospital and would not be drawing pension during that time. He should be taken on as a neurasthenic after discharge from hospital.

By the Chairman:

Q. What would you say to the suggestion, in view of the opinion expressed by Dr. Russell and other medical men, that granting a pension to the man who was suffering from paralysis would tend to continue the disability?—A. It would.

Q. You agree with that?—A. Yes, it would tend to that, but I think the matter could be left for some time, perhaps, before it is decided after the paralysis is cured. The man does not come up for his pension until some time after he has been treated.

Q. If I rightly understand your position, it is this: you differ from Dr. Russell and some medical men who have given evidence, only in this respect, and it is a very important one, that there is a residue, so to speak, of disability which never can be cured under normal conditions if the man has experienced a nervous shock.—A. It is a mental disability.

Q. A mental disability you think still remains?—A. Yes.

By Mr. Nickle:

Q. When a man is suffering from functional paralysis what treatment do you adopt?—A. I would say, cure him before you turn him out.

Q. And if you have not cured him, he is entitled to a pension.—A. Yes. There is a mental residue left of disability.

By Mr. Andrews:

Q. Do I understand the form of treatment advocated by Colonel Russell and his staff to be this: that men who have lost their self control should be treated by hypnotism and turned out and cured?—A. No, it is not hypnotism. They use electrical treatment and other methods. It is not hypnotism.

Q. Is there any difference between mental suggestion and hypnotism?—A. Not much. If hypnotism is properly used, it is quite proper. It is safe and effective

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in certain cases. A man may be treated by hypnotism provided he wishes it. The easiest man to hypnotise is the strong-willed man. The hardest man to hypnotise is the man with a weak will.

By Mr. Nesbitt:

Q. You would have hard work to hypnotise an idiot?—A. Yes, that is quite true.

By Mr. Sutherland:

Q. Do I understand you disagree with the policy of the Pensions Board that in the true shell shock cases, a refusal of pension would, by suggestion, hasten complete recovery?—A. In the treatment of nervous cases the question of pension should not be brought before the men at all, and when everything possible in the way of treatment has been done for them they should be eligible for pension.

Q. After a man is discharged from hospital, they having done what they could for him, it is suggested that a refusal of pension would be conducive to recovery?—A. I was under the impression that here and other places with physical science shell shock was apparently cured and the man was considered as without a disability. I may be wrong.

Q. But they get treatment?—A. Yes, they get treatment yet.

By Mr. Nickle:

Q. You say the man suffering from functional paralysis should be treated as long as treatment is necessary. In the event of the functional paralysis not being completely eradicated, and the man discharged, he should be paid a pension?—A. Yes.

Q. And if the functional paralysis is completely eradicated he is entitled to a pension because there is the impairment of the man in relation to his self control?—A. Yes.

Q. What do you call the true shell shock cases, to distinguish between the true and false?—A. It is very difficult. I cannot do it in the abstract.

Q. You used the expression "true shell shock cases" as applying only to the men who have come within the sphere of concussion; that is true shell shock?—A. Yes, he might be away from it and still have it. Shell shock may be caused in two different ways as a matter of fact. It may be caused by simple nervous exhaustion, after the man has been in the battle line too long, and has been pummelled and pounded, and death threatening him in one form and another, and then there is the concussion where there is the possibility of brain tissues being disorganized and perhaps ruptured. They are two different cases entirely; one is purely a nervous case, and the other nervous and organic.

By Mr. Nesbitt:

Q. Would it not be better to call the one exhaustion rather than shell shock?—A. The Army Medical Corps use the term shell shock to cover all these cases.

By Mr. Nickle:

Q. Putting it generically, you use the term shell shock as being illustrated by that class of case where there is an impairment of the nervous forces through prolonged strain, or where there is organic and nervous disorganization from concussion and prolonged strain, through exposure to danger and otherwise.—A. Yes.

By Mr. Andrews:

Q. Then you have heard of the malingerer who suffers from shell shock?—A. Yes, the malingerer will complain of shell shock.

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By Mr. Power:

Q. Is it not true that men suffering from shell shock have remained at the front to the end of the war?—A. Well, I would call it neurasthenia. It is another term for neurasthenia.

Q. You would give a man a pension if he never left the trenches?—A. If the Medical Board say he is nervously impaired? Yes.

Q. He would have nothing on his record to show that?—A. Every man who is discharged has a Medical Board before he is discharged, and that is the time to bring it up.

By the Chairman:

Q. How could you measure the percentage of disability in the case of a man suffering from functional paralysis and the possibility of his recovering, so far as all physical evidence is concerned, his normal health?—A. It is a very difficult problem.

Q. Will you think it over? I would assume, if your view were adopted specifically, that there should be a pension to cover the residue, as we have described it, because of the impairment of his nervous energy or capacity. How are you going to measure it? How far does that disable him from earning his living in the ordinary labour market of the world?—A. I would have to consider that question.

By Mr. Andrews:

Q. I understand the American army established some tests in regard to the susceptibility of the men to shell shock. Can you tell us what that was?—A. I do not think those tests were used in regard to the susceptibility to shell shock. The tests used in the American army were for the purpose of grading the men according to their intelligence and with some effort to get at the part of the army for which they were best fitted. That was the purpose of that test. I do not think they had any direct reference to the men with a nervous breakdown. They might have found a more intelligent man would not succumb to shell shock. I am not sure if that is true or not.

By Mr. Bonnell:

Q. We had similar tests in our own army with reference to men who went into the flying corps?—A. I do not know how far they were used in the Flying Corps. They were used in the American army, and I am sorry they were not used in the Canadian army, because they would have been beneficial. In the American army there is a record of a man's education, his previous occupation, his intelligence, etc.

When he leaves the army, that card is available.

Every psychologist in the American university was in the American army.

By the Chairman:

Q. What would be your explanation—I can guess it, but perhaps you can have it put down—of the announcement which appeared in the press a few days after the armistice was signed to the effect that several thousand shell-shock cases had recovered.—A. Partly cured.

Q. Did you see the announcement?—A. Yes. The same thing is true of prisoners captured. They have it.

Q. Tell us why.—A. The reason is that shell shock is technically a defence neurosis.

By Mr. Brien:

Q. Would motive neurosis do as well?—A. No, it is a defensive thing. The man is afraid of being afraid, and he does not want anybody to see it, and this paralysis, or some other form of disability, keeps him away from the trenches on a good excuse so that he will not show his cowardice.

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Q. That is the true form, but you get your motive neurosis next, do you not?—A. There is always a motive, the motive is the preservation of life.

Q. That is the true motive?—A. Yes, the preservation of life.

By Mr. Andrews:

Q. Follow that to its logical conclusion, and should we not give everybody a big pension; we would then have no further worries about living.—A. That might be.

By the Chairman:

Q. As I understand it, your view is that it is purely functional, and that the giving of treatment would not lead to a cure if given at the time.—A. At the time. No matter what treatment is accorded this man, there is still a mental disability left. I am very strong and emphatic about that.

Q. And you think it should be provided for?—A. Yes.

By Mr. Nickle:

Q. You go further, you say that a man should not be discharged until he is cured.—A. I do not say that.

Q. I mean unless you give a pension?—A. Yes. I say do what you can for the man.

Witness retired.

Mr. C. W. BOLTON called:

By the Chairman:

Q. You are in the Department of Labour?—A. I am one of the statistical officers of the Department of Labour.

Q. Does the Labour Department collect from month to month statistics showing the rise and fall in the cost of living in different cities?—A. Yes, we get the prices of foods, rent, and so on.

By Mr. Nickle:

Q. What is the object of that statement which is published in the Labour Gazette? What does it illustrate, the cost of living?—A. Do you mean the main table?

Q. The table of retail prices each month, giving the family consumption.—A. We have two tables, one is a table of retail prices in sixty cities separately, and the other is a table giving the cost of a list of foods, etc.

Q. How much food does that allow for?—A. As much food as an average family of five would eat.

Q. The food list shows what in the opinion of your department is a requisite amount of food for a family of five?—A. Yes, probably more than a family would need in a given week, but it is not in excess of what an ordinary family would require, to allow for a fair margin.

Q. It is prepared on the presumption, I understand, that it meets the requirements of a family of which the man works hard.—A. Yes.

Q. But if he was working at a different class of employment, he would eat less of one of these foods, and more of some others?—A. Yes, in this list we have prices from the various cities of foods which are heavy, that is rich, nutritious and energy producing foods, but we have no statements as to the lighter foods, such as oranges, fruits puddings and things like that. We have therefore a large quantity of the staples to make up for the additional expense on the lighter foods, which is not omitted so that the total shows the same approximate results in the rise and fall.

Q. What is the result as to the cost of living in Canada for a man, his wife, and a family of three children, including rent, clothing, and everything?—A. The statement in the Labour Gazette now runs about \$13 for food, and \$21, that is for food, fuel,

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light and rent. There is a statement further that this is from 60 to 80 per cent of the cost of keeping the average family; that is, a man who got small pay would find \$21 equal to eighty per cent of what he required to keep his family, while a man who had a larger income would find it sixty per cent. He would have a much larger margin for expenditure on other things, less essential.

By the Chairman:

Q. Take the eighty per cent case, what is the amount?—A. \$21 during the last few months.

By Mr. Power:

Q. Does that include clothing?—A. No, food, fuel, light and rent.

Q. You estimate it at eighty per cent?—A. That is for a man with a small wage.

By Mr. Nickle:

Q. What is the result of your information as to the fair average cost in the cities for the maintenance of a man, his wife and three children?—A. It varies from city to city, and from province to province. In the large cities it tends to remain higher than in the smaller cities. In some parts, such as the Rocky Mountains, at Fernie and Nelson, for instance, it is much higher than in some other parts. It is lower in such a place as Charlottetown, which is a small city.

Q. Would you reduce that to dollars and cents giving the same for various cities?—A. The average throughout the country is \$21 to cover eighty per cent of family expenditure—

By Mr. Redman:

Q. \$21 per week—A. \$21 per week.

By Mr. Ross:

Q. That is a man has to have \$21 per week to supply himself, his wife and family of three, with everything except clothes?—A. There would be other things besides clothes.

Q. Insurance?—A. He would not have much for insurance.

By Mr. Cronyn:

Q. \$1,092 is 21 times 52 and that does not include clothing. The witness says that is 80 per cent and if you multiply that it comes to \$1,360—A. If you add 25 per cent to the \$1,050 you would get just over \$1,300.

By Mr. Redman:

Q. Have you experimented to ascertain whether families eat these particular things you have mentioned in your schedule?—A. I do not think you would want to live on all these things which would form a very heavy diet and it is only in a family where the man was working very hard that they would eat that much, or if there happened to be a growing boy going to school he would need it.

Q. So that in actual practice some families might get along with a great deal less so far as food is concerned.—A. Yes.

By the Chairman:

Q. What are articles included in that list of food?—A. This list of food includes 29 articles (list read by witness). That budget includes about 10 pounds of meat a week, 3 pounds of butter and 2 pounds of cheese, etc.

Mr. Ross: There is no workman's family in this country that eats ten pounds of meat a week.

Mr. NICKLE: What the committee wants to know from this witness is what is a reasonable amount, in dollars and cents per annum for a man and his wife and three

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children; from that information we can work out a scale. What is the minimum wage for a man with a wife and three children to secure a reasonable existence, in comfort, in Canada to-day? That is what we want.—(No answer.)

By the Chairman:

Q. Have you the necessary data from which to form an opinion on that point?—

A. We figure on \$21 per week for food, fuel, light on the average, that figure probably allows a good margin, and a great many families are living below the average and are getting along very well. That is the average for the cities and in the smaller places it is lower.

Q. What we want to know is what a family of five should have to live on adequately; but I do not know whether Mr. Bolton is in a position to give that?—A. We have never made any investigation to find out how much it requires to keep a family in supplies, there are no statistics to show that, and no way of finding that out except by making an investigation.

MR. CRONYN: We had a budget submitted by the Mayor of Edmonton which shows that a widow and three children require \$1,751.35 a year.

By Mr. Nesbitt:

Q. Of course we only live in a small place, but I know of many families, not one, but many, where the husband earns \$2.50 per day for six days a week, who live and who live just as well, who dress their children and send them to school just as well as the business men in town, and whose wives appear on the street just as neat as anybody else's wife in town, they owe nobody anything, they buy a small house and lot and pay for it in a few years—A. That is, they live on \$750 a year?

MR. ROSS: There are men in my town who do the same, but how they manage it I am unable to understand. It is not enough.

MR. NESBITT: The man gets \$2.50 a day—I am only stating my own experience.

By Mr. Redman:

Q. Have you statistics for the cities of Calgary and Edmonton?—A. They are printed here in the Labour Gazette, the prices of thirty-nine articles of food.

Q. Are they higher than in the rest of Canada or not?—A. At Edmonton there is not much difference from the average for the Dominion.

Q. How about Calgary?—A. Calgary is very little different from Edmonton; for this particular month they are a little higher.

Q. What are the figures, the total?—A. We do not total them up by cities.

By Mr. Nickle:

Q. Do I understand that the Labour Department have nothing to enable them to reach the conclusion as to what is a fair wage for a minimum comfortable existence in Canada?—A. We have never collected any statistics of that nature. The information which we have collected from different places and information which is turned in occasionally from Conciliation Boards indicates that families of workingmen will require as high as \$1,500 a year as a minimum, and sometimes they state they require still higher.

Q. I am not concerned with what their claims are, but want to find out whether there are any statistics in the department to show how much it should cost to reasonably nourish and sustain a family of five people in the average city of Canada.—A. We have no statistics which will provide a good basis for making such a statement. You can make an estimate from various information, for instance from the information which has already been received from various sources, and which I can say runs from \$1,000 in the smaller places to \$1,200 in the larger places for what I would call the minimum comfortable standard of living. That is not a low standard, but a fairly decent standard, and a better standard would run from \$1,200 to \$1,500.

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Q. What would you say as to that estimate of \$1,800 for a woman and three children—A. That, of course, is very much above the average. For a woman and three children that is very high as compared with any other city.

By the Chairman:

Q. The fact is that you have no information in the department as to the actual cost of living, or keeping a family, based upon an investigation of what is the actual cost of families in any of the particular cities? Your estimates are based on the retail cost of certain commodities and certain fixed quantities?—A. Taking these statements put in by various numbers of employees at times, you can deduce what would be a reasonable budget; and verify that in different ways with other information, and on this I was basing my estimate of \$1,500; not on a guess of my own, but on such statements as these, verified by supplementary information. For instance, \$12 for food would be a very good average; that is leaving a comfortable margin. Then \$250 would cover the cost of clothing for the average family, clothing a woman decently, not extra well, but still around the average, and the rent varies of course with the locality. Five dollars a week is certainly above the average, but not very much, so that the total would run round \$1,200 for a decent living, and for the small cities it would be as low as \$1,000.

By Mr. Andrews:

Q. When the postmen were on strike in Toronto they published figures with regard to the cost of living and sent them all over Canada and I suppose they went to the Department of Labour.

THE WITNESS: That budget published monthly indicates that the cost of a family in a city is about \$1,200 a year.

By Mr. Ross:

Q. What practical use do you make of these figures?—A. We publish them in the Labour Gazette.

Q. But what use do you make of them? They do not seem very practicable.—A. The publication in the Labour Gazette is the principal use we make of them. At various times, particularly when wage disputes are in progress, people write and ask us for these statistics, and we send them those Gazettes, and sometimes copy out tables of figures so that they can use them.

By the Chairman:

Q. It shows the rise and fall in the cost of the staple products from month to month?—A. Yes.

Q. It shows the rise and fall in the cost of living?—A. Yes. It shows the cost of food each month and the cost of keeping a family. It is rather above the average, I think. It allows plenty of food for a family of five where the man does hard work. We put it out instead of an index number, because people used to complain so much of our index number in regard to wholesale prices. They did not understand it and the budget is easily understood, and also easily misunderstood.

By Mr. Nickle:

Q. It does not indicate what a family should eat but what a family might eat?—A. Yes, it indicates the cost of that list of food, and any one looking at the list can see whether it is too small or too large.

Q. It was not promulgated as a dietary?—A. No.

By Mr. Redman:

Q. Have you considered the possibilities of causing indigestion by people trying to eat the entire diet?—A. I have tested it in that way from the dietary studies.

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of Dr. Atwater, the United States expert on that question, to see whether it contained too much, and I found it was a little more than the amount required for a family of five, with a man at hard work.

By Mr. Andrews:

Q. What steps do you think should be taken in order to ascertain the cost throughout the country of keeping an average family?—A. Some inquiry should be made throughout the country as to the cost of keeping an average family who were pensioned on the level on which the Government wants to keep them, to provide the education of the children on the scale on which it is desired to provide it. I have always thought that considerable information might be obtained from the Patriotic Fund, because they have been dealing with this question for some years, but I have no knowledge of what information they have.

By Mr. Cronyn:

Q. For the average family of five it is \$1,056 if the man is totally disabled but not helpless?—A. In a large city they would find that pinching them severely.

Mr. REDMAN: Mr. Archibald was to bring an extract from the minutes of the Board of Pension Commissioners.

Mr. ARCHIBALD: I have it here. These cases are contained in the minute book. On the other hand, there are differences in practice and different interpretations of the pension regulations which are not contained in the minute book, and which apparently have always been adopted without a minute being made concerning them.

The CHAIRMAN: Does this require any explanation from you, or is it self-explanatory?

Mr. ARCHIBALD: I think it is self-explanatory.

The CHAIRMAN: Then it can go upon the record.

The Committee adjourned until Friday next, March 21, 1919.

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HOUSE OF COMMONS,

COMMITTEE ROOM NO. 318,

OTTAWA, FRIDAY, March 21, 1919.

The special committee appointed to consider the question of pensions and pension regulations met at 11 a.m., the Chairman, the Hon. Mr. Rowell, presiding.

Members present.—Messieurs Andrews, Bédard, Brien, Clark (N. Bruce), Cronyn, Green, Lang, Lapointe (St. James), McCurdy, McGibbon (Muskoka), Nesbitt, Nickle, Power, Redman, Rowell, Savard and Sutherland—17.

Mr. Nesbitt moved, seconded by Mr. Brien that 500 copies of the proceedings of this committee be printed.

Motion agreed to.

The CHAIRMAN: A letter has been sent by Mr. Thomas O. Cox, Assistant Director S.A. and A.P. There is only one paragraph in the letter which is of importance, which will be embodied in the proceedings.

This paragraph reads:—

On the 1st December last, we had in force here 92,000 "open" Separation Allowance accounts for soldiers serving overseas, and there were in force overseas about 30,000 accounts. These overseas accounts increased as soldiers married, and were transferred to Canada as dependents returned. In addition to these 92,000 accounts payable from here, there were a considerable number payable from the districts for soldiers who had returned from overseas, for which we have no figures. Up to the 30th November, 1918, we had closed in all about 40,000 accounts. These figures, of course, are estimates only.

Then we have a communication from the Imperial Pension Office, Department of Militia and Defence, which reads:—

OTTAWA, March 18, 1919.

V. CLOUTIER, Esq.,

Clerk of the Committee on Pensions,

Room No. 325, House of Commons,

Ottawa.

SIR,—With reference to your letter dated the 17th of March, 1919, and to the first paragraph of that letter, I have the honour to state:—

(1) That the Records in this office show the number of British reservists in Canada who rejoined the Imperial Army during the present great war was two thousand seven hundred and fifty (2,750), of whom about 50 per cent were married.

(2) I regret I am not in a position to answer your second question, i.e., give you the number of possible pensioners of such reservists. Pensions are awarded by the Ministry of Pensions, London, England, and I receive authority to pay those who come to, or are in Canada. No record is kept as to whether such pensioners have been reservists.

I have the honour to be, sir,

Your obedient servant,

S. WALTON,

For Officer Paying Imperial Pensions.

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The CHAIRMAN: Here is a letter from General Mewburn raising a question of policy; it was written to Sir James Loughheed and he sends me a copy. He suggests:—

“That the Pension Regulations be amended with a view to eliminating the injustice which is being done in the matter of pensions to officers who reverted to a lower rank in England for the purpose of going to France.

My attention has just been called to another class of officers who are suffering under the same injustice, viz: Certain officers of the permanent force who reverted in Canada for the purpose of going overseas, and in whose cases pensions are paid according to the rank held by the officer at the time of his death or disability.”

It was a subject discussed at the meetings of the Pension Committee a year ago. This is the letter of General Mewburn to Sir James Loughheed which raises that consideration. The Secretary will please read it.

The SECRETARY (reads),—

“My dear Sir James,—We are, at present, having some difficulty on the subject of pension to officers and non-commissioned officers who reverted in England to a lower rank for the purpose of serving in France.

According to the regulations at present in force, as interpreted by the Board of Pension Commissioners, the pension due an officer for disability incurred in service at the front, and the pension due the widow of any officer killed in action, is granted at the rate pertaining to the rank in which the officer was serving at the time the death or disability occurred. My own view is that this is a gross injustice, and that it is manifestly unfair that an officer or his dependent should be penalized by having had a keen enough sense of his duty to revert to a lower rank in order to see active service. We have, for instance, the typical case of an officer who went to England with the rank of major in command of a company and who, when his unit was disbanded, reverted to the rank of lieutenant in order to go to France, and was there killed. His widow has been granted a pension at the rate pertaining to the rank of lieutenant while a major who refused to revert and who suffers disability would have his pension graded at the rate pertaining to the rank of major.

There is also the further fact that during 1916-17, when these reversions were taking place officers who were reverting were informed by authority of G.H.Q., Canadians, London, that such reversions would not affect either pension or separation allowance. There is no doubt about that fact. My Adjutant-General, (Major-General Ashton), who was in command of the Shorncliffe area during the early part of 1917, remembers distinctly telling many officers that the above was the rule, as laid down by G.H.Q., Canadians, London.

I understand that a recommendation has been forwarded to you by your Board of Pension Commissioners to the effect that the regulations at present accepted be changed so as to readjust the matter in accordance with the above facts, and I am strongly of the opinion that this should be done, and that failure to do so would work a very serious injustice and cause tremendous dissatisfaction throughout the country.

Would you be good enough to give this matter your serious consideration when the matter of the consolidation of the Pension Regulations comes before you.

Yours very truly,

(Signed) S. C. MEWBURN.”

The CHAIRMAN: That letter may go on record.

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Hon. Mr. BELAND: That is from the Minister of Militia?

The CHAIRMAN: Yes, he sent it to Sir James Loughheed. Here is another letter in reference to the pension payable to English soldiers. It is from Mr. W. S. Summerhayes, Toronto. It brings up a point which we have had under consideration. The Secretary will kindly read it.

The SECRETARY (reads):

TORONTO, 19th March, 1919.

DEAR MR. ROWELL,—I hope the Committee on Pensions will be able to recommend some relief in the case of the widows of English Reservists who were living in Canada when war broke out.

I am interested in a woman in this class who has been working for my family for five or six years and during the past three years I have made a number of efforts in her behalf but without success.

When war was declared her husband was within ten days of the expiry of his term as a reservist. He immediately returned to his old regiment (the Royal Warwicks, 1st Battalion) and being a trained soldier was quickly at the front as a private. He was killed in action in June, 1915, being then a corporal (a lance sergeant really) leaving a widow and two children. The English pension for herself and children was originally \$19 a month and (after an intermediate increase) it was raised to \$25 a month (four weeks) at which it now stands.

It is obvious a woman cannot maintain herself and two boys (present ages of 10 and 8) on such a pension and it is necessary for her to work by the day (four or five days a week) to supplement the pension and she cannot give that attention to her children which they should have.

We quite understand that the British authorities cannot do more for her than for others in the Imperial Service but I understand that the Commonwealth of Australia has placed English Reservists' widows there on the same scale as their own soldiers.

The class is not a large one in Canada, perhaps 2,000 or 3,000, but I do not believe the Canadian people would wish the hardship to continue.

The hardship of the case can be shown by this illustration. Living in the same house as my reservist's widow in Toronto was another woman who came from the same town in England. Her husband was not a reservist but enlisted in the C.E.F. He also was killed in action (being then still a private) leaving three small children. His widow is receiving the Canadian scale (\$64 a month with promise of an increase).

The position therefore is this; the widow of a Canadian private soldier with three children receives \$64 a month while the widow of a Canadian English reservist (a corporal with two children receives only \$25 a month).

Canadians surely cannot be willing to let Canadinas (who happen to be reservists) to suffer this injustice.

Yours faithfully,

(Signed)

W. F. SUMMERHAYES.

Hon. Mr. BÉLAND: To what does the figure two thousand refer?

The CHAIRMAN: To 2,700 reservists, of whom fifty per cent, he says, were married. The number of pensioners he cannot state as his only information was as to the pension to be paid in Canada.

Mr. NICKLE: While on this point, I may say that Sir Herbert Ames would like to attend and give evidence in reference to that matter, the Patriotic Fund. He has certain statistics that he thinks might help us.

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The CHAIRMAN: We shall be very pleased to hear Sir Herbert. Here is a letter from Clarence F. Smith, Chairman of the Relief Committee of the Patriotic Fund, Montreal, on the same matter. You might read that Mr. Secretary.

The SECRETARY (reads):—

MONTREAL, March 19, 1919.

N. W. ROWELL, Esq.,
Chairman Pension Commission,
Ottawa.

Dear Mr. ROWELL,—As you are the Chairman of the Pension Committee now sitting, I should like to draw your attention to a few important facts connected with the widows and orphans residing in Canada of our Allied soldiers of the British, French, Italian and Belgian armies.

You doubtless know the great difference in pay and allowances that exist between the grants made by the Canadian Government to Canadian soldiers and their families and those made by the countries referred to. The same difference holds good in the case of pensions. We have in this country approximately 475 widows whose husbands fought in the armies of Great Britain, France, Italy and Belgium. The Imperial Pension office reports 325 British widows, and from the European Consuls we have the report that there are 80 French, 20 Italians, and possibly 50 Belgian widows. In no one instance is the pension these women are drawing sufficient to cover the cost of living in Canada for themselves and their children, quite apart from their educational needs and comforts, which in all decency and humanity should be assured as well as a bare minimum cost of living.

The Pension Act is under revision in all these countries and in France and Italy the grants may possibly be doubled, but even then they will be much lower than those given to Canadian widows and children. As all these men who had given their lives for their country had come to Canada with their families and had taken up their residence and citizenship here, though answering the call of their native country as reservists of the different armies, the Patriotic Fund feels that from every point of view, national economic and social, the dependents of these men should be recognized just as generously as the widows and children of our Canadians. Failing sufficient increase in the Pension Bills of the countries concerned, the Patriotic Fund is convinced that the Canadian Government would be acting advisedly in making up the differences between the pension received or to be received by these dependents of our Allies, and the amount given to Canadian widows and children of the same rank, providing in every case that these families reside in Canada.

The increase in international good-will which would follow upon such action on the part of the Canadian Government would more than make up for the comparatively small tax on Canadians to cover this need. The assured content and family stability of those immediately affected would also contribute to the national welfare, instead of having a disaffected group living in our midst in conditions below what we consider a decent family standard for our Canadians. The Patriotic Fund has felt the justice of their cause and the tragedy of their position so keenly that they have gone beyond their charter by keeping on their books all these families after the men have been killed. The Patriotic Fund will, however, officially end with the return of the last soldier from overseas and unless some provision is made for this special group with its special needs, a stigma will certainly be attached to Canada in their connection.

The Canadian Government has recognized the claims of soldiers of the Allies who returned disabled and are in need of medical treatment or training and they are receiving the same privileges under the regulations of the Soldiers'

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Civil Re-establishment as are accorded to our Canadians. The suggestion *re* augmenting the pension of these women as outlined above is, we consider, not only just but logical, when we take into consideration the generous treatment accorded to soldiers of our Allies who have returned to Canada. The fact that the great sacrifice has been made by these women and their husbands should add weight to their just claim.

As the Pension Board is now sitting, we have great pleasure in recommending this matter for their serious and generous attention. Miss Reid of our Committee, has furnished the Repatriation Committee, of which she is a member, with full data and copies of the consular letters in this connection, and it is possible that the matter will be brought to your attention also by the Director of the Repatriation Committee.

Yours very truly,

CLARENCE F. SMITH,
Chairman of Relief Committee."

Mr. REDMAN: I would suggest that we write to the Militia Department and have them prepare, a list of casualties which they have in their Department and which has not been reported for pension. When we get that list then we will be able to strike an average of the pensions that have been already given and we will be able to estimate the total amount that will be required. We must have that estimate before us when deciding whether the pensions are sufficient or whether we can afford to go higher. What we require is just the total number which has not been discharged for pension.

The CHAIRMAN: I understand Mr. Casselman wants to present something to us for our consideration.

Mr. CASSELMAN: Mr. Chairman and Gentlemen, with your permission I would like to bring before the attention of the committee a case which does not appear to be covered by the present pension regulations and while it is an individual case there will, no doubt, develop a series of similar cases. The case I refer to is that of a boy from my County who happened to be in South America when the war broke out. Hearing from home letters Canada was about to send a force to England he applied to the British Ambassador at Montevideo as to the course he should pursue in order to enlist. On the advice of the British Ambassador at Montevideo he sailed, at his own expense, to England. When he arrived in England the first Canadian Contingent had not then arrived. He fell into the hands of a Recruiting officer at Liverpool who advised him to enlist in the Imperial Army. He did so and he claims—I have a letter written before his death in which he stated that he made the claim—that he stipulated when enlisting that he was to be transferred to the Canadian Force on the arrival of the Canadian Army in England. He was promised that he would be transferred, but he never succeeded in getting the transfer made. He was told when he applied, and he applied several times so he states, that he would be of more use where he was in the Imperial Army, as a bombardier, than he could be in the Canadian Army. Unfortunately, near the close of the war he was killed. In the meantime he had married in England and he left a widow in England with two children I think. My information is that she is in receipt of a pension allowed by the English regulations and I am informed that that pension is considerably lower than the Canadian pension. However he was a Canadian and his wife intends coming to Canada to his father's people; she is very poor and she has two children. The contention is made that she should be in receipt of a pension of the same amount as that granted to the widows of Canadian soldiers with like dependents. That, Mr. Chairman, is the case and I would like to obtain some information in regard to the matter as to what I can do, and, if I can do anything towards getting this widow an increase of pension.

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The CHAIRMAN: The situation is this that at the present time, under existing regulations, no pension can be granted to that widow as her husband would not come within the scope of our regulations, but the matter will be considered when we come to prepare what amendments if any we recommend should be made to the existing regulations, or to the law, if we should report a bill to the House. On behalf of the committee I have to thank you for bringing the matter to our consideration.

Mr. CASSELMAN: I thank you for your consideration. I think the fact is before the Pension Board that he was desirous of being transferred to the Canadian Force, and also that he had been promised the transfer.

The CHAIRMAN: You are aware, of course, that we cannot make regulations to cover particular cases; our recommendation will have to be with regard to regulations covering cases of the class you have described.

Mr. WILSON (*Saskatoon*): Mr. Chairman, I desire to bring before the committee a matter which has been voiced by the wives and mothers of our soldier's organization in the City which I represent. The organization to which I refer numbers about seven hundred and the matter to which I refer may have been brought to your attention before as a copy of the Resolutions which accompany the letter I received was forwarded to the Premier. However, I promised to bring it to your attention, and I shall do as I promised. I will without further remarks just read the letter I received and the resolutions which accompanied it. (Reads):

"THE SOLDIERS' WIVES' AND MOTHERS' LEAGUE, OLD CITY HALL,
21ST AND 3RD AVE.,
SASKATOON, SASK., December 24, 1918.

JAMES R. WILSON, Esq., M.P.,

331 4th Avenue North, Saskatoon, Sask.

DEAR SIR,—I herewith enclose you three resolutions, which were unanimously passed at a mass meeting of Soldier's widows and dependants, in the Great War Veterans' Hall, on Wednesday, the 18th instant, at which meeting I had the honour of presiding.

The matters referred to in the resolutions are of very great importance, and I along with many others feel that Parliament should have seen that an increase of pension was given, knowing full well how utterly inadequate the pensions are to meet the existing high cost of living.

Therefore, I hope you will now see how urgent the need is, and endeavour to prevail on the Government to do something when Parliament assembles for the January session, to alleviate the present distress caused by the low rate of pensions.

Thanking you in anticipation, I remain,

Yours very truly,

(Mrs.) EMILY SUTTON, *President,*
S.W. & M.L."

221 Poplar Cres.

Resolution No. 1.

We, the widows and dependants of soldiers of the City of Saskatoon, Saskatchewan, receiving Pensions from the Dominion of Canada, at a meeting held in the City of Saskatoon, December 18, 1918, do hereby state that:—

Whereas, the existing rate of pensions is absolutely inadequate to meet the present high cost of living, and

Whereas, the said widows and dependants find it is impossible to live on the pensions granted.

Now therefore be it resolved, that we, the widows and dependants assembled, do most earnestly request and appeal the Dominion Government of Canada,

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that the present rate of pensions paid to widows and dependents be raised to \$60 per month for dependents and \$14 per month for each child.

And be it further resolved, that a copy of this resolution be forwarded to the Premier of the Dominion of Canada, Sir R. L. Borden, and the Dominion members of the Northern Constituencies of the province.

MRS. EMILY SUTTON, *President,*
Soldiers' Wives' and Mothers' League.

Resolution No. 2.

Whereas, a large number of men who were citizens of Canada and British Reservists were called to the colours in 1914.

And whereas a large number of these men have been killed in action and have left widows and dependents residents of Canada.

Now therefore be it resolved that we, the widows and dependents assembled, that the Dominion Government of Canada be requested to make arrangements, whereby widows and dependents of British Reservists, receiving pensions from the Imperial Government, receive the same amount of pension as widows and dependents of the C.E.F.

MRS. EMILY SUTTON, *President,*
Soldiers' Wives' and Mothers' League.

Resolution No. 3.

Whereas, Canada is a country with democratic ideals, and

Whereas, the Canadian Expeditionary Force is a citizen army largely composed of men without previous military experience, and

Whereas, all make equal sacrifices,

Therefore, be it resolved, that the widows and dependents of the City of Saskatoon, urge the Dominion Government of Canada, that there should be equality of pensions for all ranks of the Canadian army.

MRS. EMILY SUTTON, *President,*
Soldiers' Wives' and Mothers' League.

My private opinion is that there is too great a discrepancy between the allowance to the widow left without dependents and the allowance to the widow with dependents. A lone widow receives \$40 a month. At the time this resolution was passed the allowance for the first child was \$10 and for the next \$8. I think since that time an Order in Council was passed increasing that to \$12 and \$10. A young woman who has been left a widow without dependents is not compelled to maintain a home and has not the responsibility that a woman who is left with children has. If a woman is left with one child, of necessity she must provide a home. How can a woman with one child provide a home with the additional \$12? I think the best way to overcome the difficulty is to increase the allowance for the children so as to give something corresponding with the responsibility which devolves upon the widow who has a family to take care of.

Mr. MCGIBBON: Is it desirable to present here individual cases that are apparent hardships under the regulations?

The CHAIRMAN: If they illustrate a principle, if they raise a question which should be considered on a broad line of principle, but not an individual case where there is a difference of opinion with the Pension Board.

Mr. CRONYN: I have a case in point. It deals with Section 22-C, and 32-A. Section 22-C says distinctly that the parent or person in place of a parent shall not be entitled to a pension when the widow or any children of a member of the forces are

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alive and entitled to a pension or allowances. Section 32-A is what is called the special hardship case. I think if I read the letter addressed to the Board of Pension Commissioners it will give you the facts of the case. The letter reads:

LONDON, ONT., Feb. 12, 1919.

The Secretary,
The Board of Pension Commissioners,
Union Bank Bldg., Ottawa.
re Mrs. Hannah Hoile.

Dear Sir,—I have been asked to bring to the attention of the Board the case of the above-named widow, whose only son was killed in France on October 30, 1917.

John Hoile was a married man, and his widow and children are in receipt of a pension. His mother, however, is a widow, over 60 years of age, in delicate health, and unable—as a seamstress—to earn a livelihood. During her son's lifetime she frequently appealed to him for assistance, which was always forthcoming.

Mrs. Hoile is the daughter of a former soldier, the widow of a soldier, her only son was killed in France, and his son (her grandson) is still overseas in the C.E.F. The four generations of menkind immediately connected with her have all served the Empire.

While the Board would be prevented, under Regulation 22-C, from awarding a pension, it is possible they might be sufficiently impressed with the case to recommend action by the Governor in Council. If that view is entertained I shall be glad to secure (by Declaration or otherwise) such evidence as the Board might require.

If, on the other hand, the Board rule against the case, I would ask that it be brought to the attention of the Parliamentary Committee on Pensions, if and when such Committee is appointed at the next session.

I have not seen the answer of the Secretary of the Board, but it was to the effect that they would not consider that particular case a special case of hardship. I have been pressed very strongly to lay the matter before the committee, and I have no doubt that it is only one case of many.

The CHAIRMAN: There are a number of cases, and they do involve a great hardship in the case of mothers who have been supported wholly or partially by a son, and who have no other means of support. The whole pension under the regulations, goes to the widow and children. It is not covered by existing regulation, and the Pension Board have ruled that it is not a special case coming within 32a, in view of 22c, whether it is desirable or not, but it raises a question for a consideration when we come to deal with it.

Mr. MCGIBBON: I have in mind the case of a boy who enlisted, and was in the army for some months and took typhoid fever. He was treated for ten weeks in the army hospital and invalided out. After some months he re-enlisted, and was accepted in all these examinations as a first-class risk, and after being in the army probably a year and a half he got overseas and developed Bright's disease and was discharged. He was totally incapacitated. He has been refused a pension, and as a matter of fact, he is a subject of charity, begging round the country.

The CHAIRMAN: Why is he refused a pension?

Mr. MCGIBBON: They assume pre-enlistment disability, in spite of the medical examinations to the contrary.

The CHAIRMAN: Did he actually serve in France?

Mr. MCGIBBON: He did not, he got as far as England.

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The CHAIRMAN: He is not covered by the change we made last year. That is really a question of fact, is it not, whether there was a pre-enlistment disability which produced that result. Last year we amended the regulations so as to provide in the case of a man who has actually gone to the front and been under fire. I think it was section 7a that dealt with it.

Mr. McGIBBON: I submitted evidence on this point from the doctor, covering the period from the time he was an infant, and there was no other doctor he could have up in that country, and this doctor stated that the boy had not been sick to his knowledge except once and never had any symptoms of Bright's disease. His name was Private Wood. I have talked over the matter with Major Coristine. He is inclined to give the boy a pension, as he thinks the case is deserving, but he cannot under the regulations.

The CHAIRMAN: He can give it unless he is convinced on the evidence that it was a pre-enlistment disability.

Mr. ARCHIBALD: That is right.

The CHAIRMAN: If he is convinced on the evidence that there was a pre-enlistment disability, the man did not suffer as a result of the war and does not come within the pension regulations.

Mr. McGIBBON: The point is this; there is no direct evidence bearing on Bright's disease, except the examination of the urine, and that apparently has not been done. Consequently, there is no evidence that he had it. They had the boy under treatment in the Army for ten weeks with typhoid fever, and apparently did not find anything wrong.

The CHAIRMAN: I think the file had better be turned up.

Mr. NICKLE: I think we laid down the principle, and it was recognized, that where a man had enlisted, the presumption was, he was sound, and that the onus of proof was on the Pension Commissioners to say that he had disability prior to enlistment. You used the expression "transmission."

Mr. McGIBBON: Transmission.

Mr. NICKLE: I understand that the regulation was that it had to be proved that he had it.

Mr. McGIBBON: I think that should be the case.

Mr. NICKLE: I remember that we discussed that very fully.

Mr. McGIBBON: I may say in further explanation that his medical history sheet made up over in England states that the boy complained, giving a history as to shortness of breath, and swelling feet which might be indicative of that trouble. The boy denies that he ever gave such a history at all.

The CHAIRMAN: We will have the file. I understand that the practice of the Commission is as stated by Mr. Nickle, that they must have evidence which satisfies them that the disability was pre-existent before they are justified in awarding a pension.

Mr. McGIBBON: I think it should be that.

The CHAIRMAN: We have here this morning Dr. Gliddon, and we will take his testimony now.

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Dr. W. O. GLIDDON: Called.

By the Chairman:

Q. Just tell us your position at the Board of Pension Commissioners.—A. I am assistant Medical Adviser.

Q. How long have you been in the service of the Board?—A. Since October, 1917.

Q. What was your position before that?—A. Practising medicine as a specialist in neurology.

Q. Where?—A. Ottawa.

Q. Have you been overseas?—A. No, Sir.

Q. You became assistant Medical Adviser in 1917?—A. I was on part time, until November, 1918. In November, 1918, I was placed on full time.

Q. Would you just describe to us the procedure you adopt in dealing with neurasthenia or shell-shock cases from the standpoint of administration of the Pensions Board.—A. We have followed in its practical entirety the advice of Colonel Russell, the Chief Neurologist, in the handling of these functional cases.

Q. Where are the men treated for these diseases?—A. At the special neurological centres which are four at present, Montreal, Toronto, Winnipeg and Vancouver.

Q. Who are in charge of these centres?—A. Colonel Russell is at the head, and he assumes complete charge himself of the Montreal centre; Major Boyer at Toronto; Major Armour at Winnipeg, and Captain Manchester at Vancouver.

Q. Just describe to us the procedure. Take some typical case and tell us how you deal with it.—A. The man returns from overseas with a diagnosis, for example, of neurasthenia, a functional condition. R.O. 1047 states that he must be discharged from a special centre. We have modified that owing to the rush of work due to demobilization, and we accept the report of a medical board on discharge which is either signed by a neurologist as one member of the Board, or which embodies a neurologist's report from one of the special centres. If the neurologist recommends treatment, the case is referred to D.S.C.R. for treatment at the special centres. If pension is recommended, we follow as closely as our regulations will permit, the recommendation of the neurologist who has examined the man. For example, if, after examining the man and talking to him, he makes a recommendation, and his report bears out his recommendation, that the case would be done harm by a pension and that it should be closed with a gratuity which is satisfactory to the man, we award according to the degree of disability, a gratuity varying from \$25 to \$100. If the recommendation is for a pension for a period of six months, the man is placed on pension for that period, the average pension being 10 per cent; and at the end of six months he is examined by a neurologist and his condition is again gone into.

By Mr. Brien:

Q. Has there been a recommendation by any of those neurologists to increase the amount of gratuity, or to make a larger short-term pension?—A. There has been as regards the gratuities but not as regards the amount of pension.

By Mr. Nesbitt:

Q. What gratuity do you give them now?—A. From \$25 to \$100, depending on the condition.

By Mr. Brien:

Q. What is the attitude of the Board towards that recommendation?

The CHAIRMAN: I should think that is a question of policy for the Board. I do not know whether the doctor can give any evidence as to that.

By Mr. Power:

Q. Who decides that the examining member of the Board is a neurologist or not?—A. Colonel Russell.

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Q. He is really the judge of whether the practitioner in any particular city is a neurologist?—A. Yes. The men at the neurological centres are all men that have been overseas with one exception.

Q. I understood that these men were discharged after being examined by a board of judges one of whom was a recognized neurologist, is that right?—A. No, not necessarily we have provided for that in the middle west by a temporary measure to overcome the rush of work and the inability to get trained neurologists back from overseas.

Q. You have picked out men in each centre?—A. We have submitted the names as recommended, to Colonel Russell, and if the man is approved by Colonel Russell we will accept his report.

By Mr. McGibbon:

Q. Do I understand you to say that this is final—when you pension a man off, or give him a gratuity, is that final?—A. No, sir.

Q. What is the idea, you discharge him for treatment?—A. Yes, but if at any time there is a relapse of the condition he always has the right to have his case reopened; if the condition warrants it he will be referred for treatment and on discharge his pensionable disability again considered.

Q. As I understand it you had him up to the condition where you can do no more good by treatment; is that correct?—A. Yes.

Q. And then you discharge him without a pension in a disabled condition. Do you think that is fair when the man has broken down in the service of his country?—A. If the disability on discharge is a negligible disability.

Q. What do you mean by "negligible"?—A. Disability of less than 5 per cent.

Q. On what grounds do you estimate that disability?—A. On the grounds that we will estimate any other condition, sir, under the general pension's practice.

By the Chairman:

Q. When you say "on the same grounds as any other disability," that is the general ground of impairment of earning capacity in the general labour market?—A. Yes.

By Mr. McGibbon:

Q. Will you give us by way of illustration a case where you have given discharge under the conditions you refer to?—A. The typical case of neurasthenia is that of a man who has some tremor of the hand, or he has a slight tremor of the lips, and possibly complains of a headache at varying intervals and generally complains that he cannot concentrate as previously.

Q. Do you think he has not a greater disability than 5 per cent?—A. He possibly has, but we also look at it from the other standpoint, that of treatment, and the standpoint of getting that man back to normal.

Q. I understand that you are finishing your treatment with him when you discharge him?—A. We are continuing treatment by not giving him a pension.

By Mr. Brien:

Q. That is just the point where a recommendation comes in for a large gratuity?—A. Yes. If the neurologist that examines the man considers that the better form of treatment for that man is to give him say \$100 gratuity rather than give him a pension of so much for say two years, then we follow that recommendation and give him a gratuity of \$100.

Q. Is it not considered by the nerve specialists who know the man's condition, and who know what he has gone through and that he is going to have a certain amount of impairment, for probably two years, that it is better for him if he does not get a continuous pension?—A. Yes.

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Q. But they think in their own minds that he should have a greater gratuity than is allowed at the present time. For instance in some cases he might be given \$1,000 or more instead of, as now, giving him \$100 which makes him feel that he has been treated unjustly?—A. I had not heard that point discussed myself.

By Mr. McGibbon:

Q. It has been discussed and a recommendation made?—A. It has, possibly, been discussed among the neurologists but that has not come to my attention.

Q. The point I want to get at is—I think you are on the right line with regard to treatment, but you stop there and you discharge a man with a gratuity of \$100?—He can always come back.

Q. But what is the attitude of the Board—that is final, and that is a great injustice?—A. It is final unless it is the opinion of the neurologists, after we place that man on pension, that we are doing him injustice.

Q. But you must get back to the recognition of this fact that this man broke down in the service, and you must restore him to the normal condition in which the army got him; but you are discharging him with a mere gratuity?—A. We do not discharge them until their disability is brought to a minimum.

Q. I would not say that a man in that condition is in a position to carry on in the way in which he should be able to?—A. He will be able to very quickly.

Q. You are assuming that?—A. I am not assuming.

By Mr. Nesbitt:

Q. If he does not he can come back for treatment?—A. Yes, all he has to do is to write back and he will refer him for treatment.

By Mr. McGibbon:

to write back and we will refer him for treatment.

Q. Do you not think it is an absolute obligation of this Government, if a man breaks down under service to restore him to a condition in which he can provide for himself? You cannot turn these men out in the wilderness and say to them "Do for yourselves."—A. I differ from you in that.

Q. There is not a practitioner in neurology that has not had experience of that kind?—A. Hysteria is very quickly cured nowadays.

Q. Some of it is and some of it is not. Neurologists are not infallible. I have had cases in one of my wards in France where four of the leading men in England diagnosed it as functional disease, and yet the man died; so you see we cannot lay down any hard and fast rule.

The CHAIRMAN: I suppose all the witness can tell us is what their procedure is. If we think that procedure should be altered it is for us to make a recommendation. Let us get all the testimony Dr. Gliddon can give us and then we can discuss these matters afterwards.

By Mr. Andrews:

Q. I gather from your statement that you consider the discharge of men without pension good treatment?—A. Yes.

Q. Do you consider that better treatment than putting him into one of your centres?—A. Well, we have to depend on the special report that we get on that point. If the neurologist at the special centre recommends that the man is better out, that it is best for him to be in employment rather than being in the hospital then we follow that recommendation.

Q. It strikes me on the face of it that you have two treatments, that if the man is bad enough you put him in the hospital, and if he is not bad enough you put him out to work.—A. No, Sir.

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By Mr. Cronyn:

Q. As I recall the evidence of Professor Tait he appeared to be strongly of the view that in these genuine functional cases that have been under treatment, the best treatment that can be given, there was a residum of disability, I think he termed it, of neurasthenia which might unfit the patient for many years from pursuing his ordinary vocation and that turning him out without a pension is not the best. What do you say as to that?

The CHAIRMAN: Less fit than normal?

Mr. MCGIBBON: The point was that nervous exhaustion never could be totally cured. Personally I quite agree with him.

The WITNESS: I agree with that, that there is what you might call a potential disability, and always will be in that man: that is, if he is put under a strain again he is very liable to develop neurasthenia again. That is the ordinary result in civil practice with neurasthenics. You get them back to normal, and put them at work at their former occupations. At some time in the future they get into a conflict of some kind, with business worries, perhaps, and they will break down, but in the meantime they have carried on.

By Mr. Cronyn:

Q. Would you agree with Prof. Tait that in all these genuine cases there must be nervous exhaustion and neurasthenia?—A. I do not get just what you mean exactly.

By Mr. McGibbon:

Q. The point was that in shell shock and neurasthenic cases there were different variations and graduations of nervous exhaustion, and that they never could be restored to normal. A man is put under a strain and will give way.—A. Yes, I agree with that.

By Mr. Nickle:

Q. Do you think that neurasthenia is synonymous with functional paralysis?—A. No.

Q. By neurasthenia do you mean nerve exhaustion or waste?—A. The technical term that we use is repression neurosis.

Q. Can you use some smaller term that I might understand? Is neurasthenia synonymous with nervous waste?—A. No.

Q. What do you mean by that expression, in simple language?—A. The condition where a person under strain will not be able to accommodate himself to it, and will, as you will commonly say, break down.

Q. If the lack of accommodation is less than 5 per cent you would grant him a gratuity?—A. Yes.

Q. And suppose the lack of accommodation was more than 5 per cent disability, what would you do?—A. He gets a pension.

Q. Then it is not so much the question of the trouble, it is a question of the percentage of disability. That statement is sound in principle, is it not; you would abide by that?—A. Yes.

Q. And the standard should be the adaptability of the man to earn his living in the manual labour market of the world; that is your standard of measurement as a pension officer?—A. Yes.

Q. Coming to the functional paralysis, and using Dr. Russell's expression, suppose the censor is not working, and the man breaks ground, and you have done your best and cannot cure him, what is your practice?—A. He receives his pension.

Q. How much?—A. According to his disability.

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Q. I read the following from Dr. Russell's examination:—

“Q. Will the reason always appeal?—A. If the man has sufficient intellect.

“Q. But assuming he has not?—A. If he has not, he has nothing that you can appeal to; in a case like that; mental deficiency for instance. The only way you can cure these things is by force, you cannot appeal to his reason, you have to make him. After my examination I know at once and in my mind there is no question about it, it is simply a functional condition or an organic condition.

“Q. And where the functional condition is so perverse that you are not able to effect a cure, or restore him to normal condition, will you say that no pension should be granted?—A. I would.”

You take the opposite point of view?—A. The last time Col. Russell was in Ottawa about five weeks ago the point was discussed very thoroughly with the Commission in the presence of Colonel Russell, and I was there myself, and the conclusion was that in cases of hysteria—that is functional paralysis—if the neurological centre where the man was receiving treatment were unable to benefit him he would be sent to the Dominion institution in Montreal under Colonel Russell. If Colonel Russell was unable to benefit him he would receive a pension.

Q. Has this policy been abrogated?—A. Yes.

Q. Which goes to show that medicine is a mobile science?—A. I think it always has been.

By Mr. Brien:

Q. Do they still call such a case a functional case?—A. Yes.

Q. How long ago was that discussion?—A. About five weeks ago.

By Mr. McGibbon:

Q. Do you think it is always possible to differentiate the functional from the organic?—A. I think it is always possible. It is sometimes very difficult. I think with an extremely careful examination and period of observation that it is always possible.

By Mr. Nickle:

Q. I asked Colonel Russell this question:—

“Q. How do you suggest his wife and family should be looked after?—A. That does not enter into the consideration.”

Is that the policy of the Board?—A. If he was under treatment he would be receiving pay and allowances.

Q. In relation to the giving of pensions I asked Colonel Russell:—

“Q. And where the functional condition is so perverse that you are not able to effect a cure or restore him to normal condition, will you say that no pension should be granted?—A. I would.”

You say that policy has now been changed?—A. Yes.

Q. Then I asked Colonel Russell:—

“Q. How do you suggest his wife and family should be looked after?—A. That does not enter into consideration.”

Is that still the policy of the Board?—A. I would not judge so. If we have changed the policy as regards pension, I think that would cover the point, would it not?

Q. I would think so myself. So the policy of the Board at the present time is to recognize neurasthenia and functional paralysis as a pensionable disability in relation

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to his inability to earn his living in the manual labour market of the world, provided you are not able to restore him to his normal condition?—A. Yes.

Q. Therefore you regard the obligation of the state as existing, that the man should be either cured or paid?—A. Yes.

By Mr. Sutherland:

Q. When did the Board arrive at that conclusion?—A. I think it was about five weeks ago.

Q. Have you found it necessary to make a complete reversal of your decision and in your views as to granting pensions in regard to total disability?—A. I have not seen a case yet.

Q. I have a case here. The man was discharged at Guelph in July, 1918, with a 100 per cent disability which was afterwards refused by the Board on the ground that a refusal of pension would be a suggestion to hasten complete recovery. That was in July, 1918, and the young man I understand is now receiving a 100 per cent disability pension. That is a case of complete reversal?—A. I might point out that his discharge was prior to the date when the definite policy as regards the handling of functional cases was laid down, that was September 4, 1918.

By Mr. Nesbitt:

Q. He was discharged a year ago?—A. The order is dated September 4, 1918.

Mr. SUTHERLAND: I brought up this case because I asked the question whether you found it necessary at any time to make a complete reversal. In this case the man is denied a pension altogether, and finally is granted a 100 per cent disability.

By Mr. McGibbon:

Q. Here is a question which I asked Colonel Russell a year ago:

“Q. Concussion does have an affect upon the brain cells that cannot always be determined by examination?”

His answer was “I think so.” What is your opinion on that?—A. I agree with him that the true condition of shell-shock is a condition of concussion. What we commonly call shell-shock is what we are speaking of now, neurasthenia, an entirely different condition from shell-shock.

Q. Does not that bring you back to the point that a differentiation between the organic and functional is absolutely impossible?—A. I do not think so.

Q. Do you not think it possible for concussion to have an effect upon the brain cells that cannot be measured, and still be organic?—A. I think the type of case you take would be such a rarity that we would not see it. If a man has suffered enough concussion to affect the brain, that effect will be by hemorrhage into the brain, and if the hemorrhage is severe enough we will find organic symptoms.

Q. I grant that you may have a hemorrhhetic condition, but do you not think it very conceivable that you would have such a disturbance of the nerve cells that we cannot measure it, and still be organic. It seems to me that it is very possible.—A. It may be possible, but it has not been brought out so far in medical science.

Q. That may be because our knowledge of that condition is so very limited?—A. As we get the knowledge, I presume we will have to change our policy in the handling of such cases. We can only handle such cases according to our present day knowledge.

Q. Why put them down as functional because you cannot get a pathological lesion?—A. I would think that the findings and the history of the case correspond exactly with the findings in the equivalent condition in civil life.

Q. We never had equivalent conditions in civil life, not of shell-shock. We never had men going through a barrage.—A. The condition of the man when he gets back here on discharge is practically identical with the condition of neurasthenia as found in civil life.

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Q. My whole point put briefly is this, that I do not think we should take such arbitrary ground in measuring the effect of concussion upon the delicate organisms of the nervous system. I think the condition is too arbitrary.—A. So far as I am concerned, I am only following the authorities, French and British, on the subject.

Q. Of course you can follow them, but you must not think them infallible.—A. I do not think we can put ourselves up as knowing more than they.

Mr. MCGIBBON: Well, they have had only three or four years experience just the same as other people.

By Mr. Nickle:

Q. Do you not think that there is a tendency to attach too much importance to the professional, and too little to the sociological side of the question?—A. We are trying to obviate that at present, in that lately we have been using the Social Service Workers and attempting to get an idea in that way of how men are carrying on in civil life.

Q. By implication, your answer admits my premises.—A. Yes, possibly, Sir.

Q. I have an extract here from the minutes of meeting of the Board of Pension Commissioners of September 4, 1918. (Reads):

It has been very strongly represented to this Board by the Director General of Medical Services and the Board of Consultants, Department of Militia and Defence, that pensions should not be awarded for conditions which are functional or hysterical. The reasons given are:

(a) That these conditions are cureable provided the desire for cure is present in the patient; and

(b) That it is frequently the case that the hope and desire for pension is greater than the desire for cure, with the result that the possibility of being awarded pension acts as a definite obstacle to cure.

Can you tell me why that representation was made by the Militia Department and not by your Department?—A. I do not know that.

Q. Has any minute been made countermanding that minute?—A. It was not necessary.

Q. Does this minute not mean that pensions are not to be awarded for conditions which are functional or hysterical?—A. The use of the words "should not" does not mean that they would not be awarded. It means that they should not warrant any pension.

Q. In the opinion of these gentlemen and of this Board of Pension Commissioners no pension should be given?—A. That is if the condition was such that by special treatment it could be cured.

Q. That is not what it says, (Reads):

"That pensions should not be awarded for conditions which are functional or hysterical."

The question of pension or gratuity does not come up until the time of the discharge of the man. It means that he can get no pension for a hysterical condition. It can mean nothing else. Do I understand you to say that that minute has not been revoked?—A. Yes.

Q. Why not, if the policy has been changed.—A. They use the words "should not."

Q. It means in your opinion that no pension should be granted? When in your opinion should a pension be granted?—A. When there is a disability which cannot be cured.

Q. At what time?—A. After treatment.

Q. At discharge?—A. Yes.

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Q. So that until the time of discharge no pension should be given till the man has passed through a special centre.

Q. That is not what the minute says. It says "that hysterical conditions in patients should warrant no pensions or gratuity" surely that must mean after discharge?

By Mr. McGibbon:

Q. The question of pension or gratuity does not come up until discharge. As a matter of fact does not that mean the opinion of the medical adviser, as expressed in this minute, that no recommendation should be given by the Pension Board for hysterical condition as entitling a soldier to a pension? We will go further to show that I am right (reads) "That in cases where hysterical disability is associated with lesions due to organic diseases or when nervous disturbances of so-called reflex origin are present the hysterical manifestations should not be taken count of in estimating the amount of pension." That is surely after treatment is it not?—A. No, Sir.

Q. (Reads): "That in physiopathic conditions, that is the so-called above mentioned reflex nervous troubles when refractory to treatment and due to traumatism acquired on service, gratuity in proportion to the actual disability should be awarded." In that case it means that a gratuity and not a pension shall be awarded?—A. Yes.

Q. That well marked neurasthenic conditions even without objective disturbances might receive a small gratuity?—A. Which has been changed to read "small gratuity or pension."

Q. Has there been a minute made to that affect?—A. I do not know whether there is a commissioner's minute, but there are instructions to the medical branch.

Q. We have not had the minutes produced, but as I understand you, the policy set out in the Minutes which I have been reading has within the last five weeks been changed and the policy you have referred to has been invoked.—A. As regards the Pension Board.

Q. And Pension administration?—A. Yes.

Q. This Minute is practically cancelled, in effect?—A. No, Sir.

Q. In what respect is it not cancelled?—A. It is not cancelled, Sir, in the event of hysterical conditions under Section A, as I said before if after the treatment on the advice of the neurologist the condition has not been improved then we award a pension.

Q. But it is changed to this effect that if, on treatment, hysterical conditions are not absolutely removed then these conditions are recognized as entitling the man to a gratuity or a pension?—A. Yes.

Witness retired.

Mr. KENNETH ARCHIBALD recalled.

By the Chairman:

Q. Before going into other matters is there any statement you wish to make with regard to matters referred to you by the committee at the previous meeting?—A. With regard to the instructions which were issued, in the minute passed by the Pension Commissioners dated September 4th which has been under discussion the word "should" in that first paragraph which has been quoted means "should when they come up for consideration not be awarded." In other words the case will be referred immediately to the neurological centre where treatment will be given. If the treatment is successful then no pension will be awarded. If the treatment is unsuccessful and the neurologist says it is unsuccessful then the pension will be paid. The Minute has been changed to that extent.

Q. Quite lately?—A. Yes.

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By Mr. Powers:

Q. Has it been changed with regard to old cases?—A. Pensions were awarded in a very large number of cases passed upon by the Board of Pension Commissioners in the old days before they had any such treatment for shell shock. Such cases come up for re-examination, and if it appears that there is functional disorder no pension is awarded. The man is now referred to the neurological board for report. If by treatment they cannot improve his condition we award a pension under the recent ruling, which was issued about five weeks ago.

By Mr. McGibbon:

Q. The whole policy has been changed from what it was?—A. Insofar as shell shock cases which were never treated for pension before it has not been changed but in regard to cases which have been treated and have not recovered under treatment it has been changed. Supposing one of these cases that has been cured has a relapse, his case will probably be brought to the attention of one of the district officers and the district medical examiner will immediately refer him to the neurologist for a report; the neurologist will probably recommend him for treatment, and if he cannot be recured then we will give him a pension.

By Mr. Nickle:

Q. Take clause B, "That in cases where hysterical disability is associated with lesion due to organic diseases, or when nervous disturbances of so-called reflex origin are present the hysterical manifestations should not be taken count of in estimating the amount of pension." There is no doubt whatever that hysterical manifestations were not to be taken into account when the man was being given a pension?—A. The same practice applies; the man will be given a pension if the disability is partly organic. He will be referred for a report or treatment for the hysterical condition.

By the Chairman:

Q. What other figures have you to give us?—A. The other day I gave figures with regard to officers who were pensioned, and also with regard to officers' dependents who are pensioned. I am submitting figures to-day with regard to other ranks and their dependents who were pensioned to December 31, 1918:—

STATISTICS, MARCH 18, 1919.

Dependents of Non-commissioned Officers and Men Receiving Pensions to December 31, 1918.

	Pte.	Sergt.	R.S.M.	W.O.
Widows..	8,612	947	14	15
Mothers..	4,271	118	....
Fathers..	656	26	....
Grandparents..	29	
Children..	13,139	2,247	11	39
Orphans..	562	12	
Brothers and sisters..	85	

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Number of Non-commissioned Officers and Men Receiving Pension to December 31, 1918.

Class.	Pte.	Sergt.	R.S.M.	W.O.
1..	764	70	3	
2..	15	1	....
3..	37	4	2	
4..	24	5	....
5..	253	30	1	
6..	643	48	2	
7..	233	15	....	1
8..	256	17	....
9..	910	61	4	3
10..	83	7	....
11..	1,352	118	2	1
12..	236	10	....	1
13..	2,273	166	4	2
14..	555	46	....
15..	1,382	128	1	
16..	2,000	187	6	
17..	6,561	585	10	2
18..	4,102	355	13	3
19..	7,026	608	29	6
20..	2,016	171	8	8

By the Chairman:

Q. What other points have you to bring before us?—A. I was requested to bring forward information regarding the complaints made with regard to disability pension. The information I was asked for was as to whether the complaints affected the amount of money paid; I cannot say whether the complaints affected the amount of money except as to the small pensions, the 5 per cent and 10 per cent pension. There is nearly always a complaint with regard to that class of pension that it is too small. I have here a record which has been kept for a number of months showing the number of complaints that we have. It shows the number of complaints geographically distributed, the nature of those complaints, and the action taken on them.

Q. You might just give us those complaints? Take the complaints geographically distributed, what does your report show?—A. For instance in the month of February there were 609 complaints altogether; 250 of these were from pensioners, 216 from the District Officers of the Board of Pension Commissioners, 13 from the Great War Veterans' Association, 54 from others and 66 from the Travelling Representative of the board. The 609 complaints were distributed geographically thus: 3 from the British Branch, 21 from Calgary, 2 from Charlottetown, 11 from Edmonton, 32 from Halifax, 43 from Hamilton, 58 from Kingston, 32 from London, 43 from Montreal, 28 from Ottawa, 4 from Quebec, 29 from Regina, 16 from Saskatoon, 28 from Saint John, 123 from Toronto, 42 from Vancouver, 11 from Victoria, 56 from Winnipeg, 32 from the United States, 1 from New Zealand, 1 from Newfoundland and 1 from China. The nature of the complaints was as follows: 296 insufficient award, 157 no award, 84 discontinued without pension, 72 pension refused. In these complaints it is very difficult to say whether the complaint of insufficient award, for instance, has reference to the money involved, or whether it has reference to the estimation of disability. I am of the opinion that in general it is the money.

Mr. REDMAN: It comes to the same result.

The WITNESS: And if you awarded \$10 for a certain disability you would have probably a quarter of the percentage of complaints that you would have if you awarded \$5.

By the Chairman:

Q. A man is not particularly concerned in the percentage of disability you estimate but he is concerned in the amount of money he gets?—A. We have similar reports for several months. We have been keeping a register of complaints for six or seven months.

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Q. Is there anything in your records which would indicate whether the complaints of insufficient pension are chiefly in the case of men particularly disabled or in the case of widows who have to support children?—A. These complaints refer only to disability cases, but we have very frequently letters written by widows, by widowed mothers, by members of Parliament by almost everybody who is interested in pensions at all, to the effect that a certain widow whose case they know about cannot live on the pension which is awarded, but I do not think the complaint is an extremely general one. I think a very large number of the widows supplement their pensions in one way or another and manage to live quite well on them. It is the case of widows who have two or three children, and perhaps who are not able in any way to supplement their pension from whom we have the complaint.

Q. Has the board made any investigation itself on the question of the cost of living, on which to form a judgment whether the pensions are reasonable?—A. We have no means whatever of making any investigations as to the cost of living and we have not attempted to in any way.

By Mr. McGibbon:

Q. Is that confidential schedule which was sent out to the doctors still being used to fix the basis of disability in settling the pensions?—A. Since this decentralization plan has been put into force and for two or three weeks before we instructed our medical examiners not to make a confidential report. It was simply an estimate of disability from the medical examiners' point of view which might be changed by head office medical examiners.

Q. That is changed downwards but not upwards?—A. Yes, upwards as well as downwards.

Q. By whom was the confidential schedule prepared?—A. The disability table was drawn up by a number of doctors and by the statistician of the Workmen' Compensation Board at Toronto. It was drawn up originally towards the close of 1916, and it has been changed from time to time in accordance with experience which we have gained in dealing with pensions.

Q. It was submitted to this committee for confirmation?—A. It was submitted last year, not for confirmation but for information. It is printed in that book you have in your hand.

Q. Do I understand you to say it is no longer in use?—A. Not at all. I thought you were referring to the confidential form for the estimation of disability. This table of disability is still used and it has been amended from time to time.

Q. I might suggest that it be handed over to this committee?—A. It would be very easy to give you copies. We always have copies on hand.

Mr. MCGIBBON: The trouble seems to be, as near as I can tell, that this committee can make all the regulations they like and the Pension Board will not observe them.

The CHAIRMAN: That is not correct, I think, except as to one or two points, the general regulations which this committee have adopted have been carried into effect by the Pension Board. As far as I am aware, they have been made effective.

The WITNESS: This table was prepared after very thorough examination of all statistics available.

Mr. REDMAN: I think we should have a right to consider it.

The CHAIRMAN: We have a right to consider it. It was presented to us last year and we did not see fit to make any changes, and it should be brought here for the information of the committee. If the committee desire to make any recommendation it is quite free to do so.

Mr. REDMAN: I think the Pension Board must have some ideas in regard to this matter, and they may have some recommendations, and perhaps it would be well to have their views before us.

The CHAIRMAN: We would be very glad if they will present their suggestions to [Mr. Kenneth Archibald.]

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us. Mr. Archibald might prepare a written statement, and we could ask him questions about it.

Mr. REDMAN: I find an Order in Council, P.C. 1881, 19th August, 1916, to the effect that if men revert in rank to go overseas, their pension, in the event of death, shall not be interfered with. It seems to me the recommendations we made last year were contrary to that Order in Council, which was the law.

The CHAIRMAN: This Order in Council refers to deaths only. Our recommendations referred to disability. There is that distinction to-day in administering it. Mr. Archibald might explain the situation in that class of case.

The WITNESS: This Order in Council, 19th August, 1916, particularly dealt with separation allowances. The officers who were reverting in England in order to proceed to France were interested, not for themselves, but for their dependents, and the recommendation from overseas was that the separation allowance should not be reduced when the reversion took place, and that pensions, in the event of their death, should be awarded as at the rank from which they reverted, to protect their dependents. The officers themselves did not think at that time, so far as I know, about their own pensions should they become disabled. Since that time many of these men who reverted in order to proceed to France, have been discharged, and pensions have been awarded to them as at the rank to which they reverted. These officers now say: We intended that to apply to ourselves quite as much as to our wives and children.

By the Chairman:

Q. In other words, their view is that when it was understood by them that their pensions would not be interfered with if they reverted that covered disability as well as their dependents?—A. That is the statement now, but at that time the belief was that it referred to their dependents.

By Mr. Nickle:

Q. On this question of functional paralysis, as I understand you, the Board now recognizes functional paralysis and hysterical conditions if incapable of being cured as entitling the man to a pension. They consider him a disability?—A. They consider him a disability, yes.

Q. All the pension reports and orders laid down the principle that disability was pensionable?—A. Yes.

Q. Where did the Pension Commissioners get the authority to pass that minute of 4th September,—if I remember the date correctly—by which they stated that a disability contracted during service was not pensionable? Where did they get the legislative authority for that?—A. The commissioners took this view: That functional paralysis, for instance, was not a disability. While it appeared to be a disability, and the man was actually paralysed, nevertheless, it was not a disability because it was susceptible of cure provided the man took treatment.

Q. In other words, they say that if a man has a disability, if he refuses to take treatment it is not a disability. That is too involved for me?—A. It is a case for a metaphysician, I think.

Mr. NICKLE: I will leave it at that.

By the Chairman:

Q. Is there any further information that you were asked to bring to clear this up?—A. I have here two cases in which pensions have been awarded to the widows of two generals. These pensions were awarded for long service. Since they were awarded the sons of the two general's widows have been killed. These sons were supporting their mothers to a certain extent. According to our regulations, under paragraph 22a, we now review these cases and award a pension sufficient to provide maintenance. Our policy has been that the amount scheduled for dependents is sufficient to provide

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maintenance, and if the particular dependent has an income greater than the amount scheduled, no pension will be awarded. If the dependent has an income of say only a half of the amount scheduled, then we will award half the pension. That is the principle on which, I think, section 22a was based. With regard to these two general's widows, if we apply that principle, we will give one of them a pension of \$300. Her husband's pension, being a general's pension for long service, is \$500, and the amount scheduled for a captain's pension—her son being of the rank of captain—would make the award \$800. Therefore, we will add to the pension which she is receiving on account of her husband, \$300, which will give her \$800, and which we consider sufficient for the maintenance of a captain's widowed mother. In the other case, we have practically the same condition of affairs except that the widow has a little larger private income. In this case, it would appear we would not be able to award any pension on account of the death of her son, who was a lieutenant, because she has got a pension of \$500 on account of her husband, the general, who died after giving long service, and a small additional income. I do not know whether that was the intention of the committee last year, or not, but the commissioners thought it would be well to bring these two cases to the attention of the committee, because there has been quite a lot of letter-writing to the papers about these particular generals' widows.

By the Chairman:

Q. The general ground of complaint is that they should receive a pension as the mothers of deceased soldiers irrespective of the pension granted to them for the long service of their husbands?—A. That is part of it. They think that the long service pension of \$500 for a general's widow is absolutely inadequate. They also think that it is so inadequate, we should not cut down the pension which we have already given, namely, \$800, for the captain's mother, and \$720 for the lieutenant's mother, merely because the latter happens to have a private income of \$500.

By Mr. Nesbitt:

Q. Were the sons supporting their mothers?—A. In both cases there was an assignment of pay, and in both cases a separation allowance. You cannot deal with one case differently from what you deal with other cases, no matter whether it is a general's widow or a private's widow.

By the Chairman:

Q. What is the other case, Mr. Archibald?—A. This is the case of two widows, one a legal widow living in Canada, and the other a bigamist widow whom the soldier married when he went overseas. I will read you the memorandum written by the Secretary asking me to bring the matter to the attention of the committee.

The attached is a case which might very well be brought forward at a meeting of the Parliamentary committee on pensions.

You will note that the deceased soldier had not been living with his wife for a period of some years prior to enlistment. Although he had on at least one occasion written her suggesting that she return to him, she did not do so. After enlisting and proceeding overseas it appears that he contracted a bigamist marriage with another woman while on leave from the front. There does not appear to be any issue from either marriage.

Upon his death the "illegal" wife was pensioned. Upon learning of his death the legal wife makes application for pension.

The commissioners concur in the idea that in this instance the legal wife has no claim as she had not been supported by the soldier for a considerable period prior to his enlistment.

It is the opinion of the commissioners in general in such cases that the status of the common law wife must be considered as pensionable at least in part. If there had been no separation from the legal wife prior to enlistment the complexion of the case would of course be altered.

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You will note that in the meantime instructions are being issued that all such cases be passed individually to the commissioners for consideration.

Any provision which is brought forward under this heading to the Parliamentary committee, should, of course, take into consideration the possibility of a relationship being entered into by a woman for the purpose of securing to herself a pensionable status; i.e., provision should be made against the possibility of such a relationship being attempted for the purpose of securing a pension on the chance of the husband being killed.

(Signed) STANLEY B. CORISTINE,
Secretary.

Q. Have you many of these cases?—A. We will have quite a large number, I have already seen four or five of them. According to the provisions of the pension regulations at the present time that illegal wife would not be entitled to a pension at all because the only time when an illegal wife is recognized is when she was in this unmarried condition with the soldier previous to his disability. In this case the legal widow has no claim for pension because she was not supported by the man for a period of years before his death.

Q. Is there anything in the regulations which shows that a widow will not be entitled to a pension unless she is supported by her husband?—A. Yes, that was the recommendation of last year.

The CHAIRMAN (reads):—

The Commission shall have authority to refuse a pension to the widow of a deceased member of the forces who has been separated from him and who was not supported by him for a reasonable time prior to his enlistment and during his service.

That is a very different thing from saying that she is not entitled to it. I do not see where there is a lawful wife living how you can give a pension to a bigamist wife.—A. That is just exactly why this regulation was recommended.

By Mr. Nickle:

Q. That recommendation was made because there were a great many men who were married in England and left their wives there—in some cases the wives had taken up and were living with another man—and these men had taken up here with another woman by whom they had families. The question came up as to which woman should get the pension and it was decided that where it could be shown that the legal wife had no legal claim upon the man the woman here would be entitled to the pension.—A. In most cases the lawful wife does not take any notice of the man at all until she sees his name in the casualties and then she turns to the Government.

Witness retired.

Committee adjourned until Tuesday, March 25, 1919.

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HOUSE OF COMMONS, OTTAWA,
COMMITTEE ROOM No. 318,
TUESDAY, March 25, 1919.

The Special Committee appointed to consider the question of Pensions and Pension Regulations met at 11 a.m., Mr. Green in the Chair.

Members present.—Messieurs Andrews, Beland, Bonnell, Brien, Cronyn, Devlin, Green, Lang, McCurdy, McGibbon (Muskoka), Nesbitt, Nickle, Power, Redman, Ross, Savard and Sutherland.

The CHAIRMAN: The Secretary has received a reply to Mr. Redman's request for information.

The CLERK reads:

DEPARTMENT OF MILITIA AND DEFENCE,
OTTAWA, March 24, 1919.

Dear Sir: Receipt is acknowledged of your communication of the 22nd instant, requesting a statement giving the total of casualties, as shown on our records, which have not yet been reported for pension.

It is regretted that such information is not available in this Directorate owing to the fact that we have no information as to the number of pensions which have been requested, granted, or otherwise.

I have passed your letter over to the Chairman of the Board of Pension Commissioners who may possibly be able to give the particulars required.

Yours very truly,

F. Loggie Armstrong.

The CLERK: I have another communication from the St. Catharines Branch of the Great War Veterans' Association (reads):

March 17th, 1919.

Dear Sir: A letter has been received from Mr. L. Cunningham, Secretary for the St. Catharines Branch of the Great War Veterans' Association, enclosing a resolution drafted at a public meeting there on March 9th, 1919.

I am sending a copy of the resolution for your kind attention.

The letter has been acknowledged.

Yours faithfully,

C. V. Massey, Secretary.

RESOLUTION FROM THE GREAT WAR VETERANS' ASSOCIATION,
ST. CATHARINES BRANCH.

Whereas the census taken of the children of soldiers and sailors made orphans, or placed at a disadvantage through the war, show their number to be very large.

And whereas the country will need the best of qualifications in our men and women of the future, if we desire to compete in equality with the rest of the world.

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And whereas it is our duty to guard the interest of the children of the men who gave their lives for to safeguard civilization.

Therefore be it resolved that the Great War Veterans' Association, St. Catharines Branch, request the Repatriation Committee to take steps to have a special allowance granted to children of soldiers and sailors made orphan by reason of the War, so that greater educational advantages may be within reach of these children during the age when they would be expected to be in attendance at High Schools and Collegiate Institutes.

Census taken of children effected to January 1, 1919—

Children, motherless and fatherless.	614
Children, fathers totally disabled.	4,436
Children, fathers killed, died of wounds or sickness. .	15,399

RESOLUTION ENDORSEMENTS

Public meeting Repatriation Committee, March 9th, 1919. Moved, Mrs. Dr. Mullock, seconded Capt. Malcolmson that the resolution just read be adopted, carried unanimously.

The CHAIRMAN: It appears to me that this is a matter for the Repatriation Committee.

The CLERK: I have two replies relating to the reservists of Italy and Belgium (reads):

Montreal, March 19th, 1919.

Dear Sir: I beg to acknowledge receipt of your letter of the 15th instant, inquiring (1) the number of Italian reservists, residents of Canada who joined their colours overseas during the recent Great War, (2) the number of possible pensioners of said reservists. In reply to Inquiry 1, I may say from 5 to 6,000 Italian reservists joined their colours; to Inquiry No. 2, that the number of possible pensioners resident in Canada will not be more than 20.

Trusting that this is the information you require, and assuring you of my pleasure to give you any other assistance necessary, I am, Sir,

Faithfully yours,

L. Zunini,

Royal Consul-General for Italy.

The CLERK: The following is from the Consul-General for Belgium (reads):—

Ottawa, March 21st, 1919.

Dear Sir: In reply to your inquiry of the 15th instant, I beg to place before you, herewith, a copy of a letter I addressed to Mr. Alfred Tarut under date of the 19th February last, in reply to a similar inquiry from the Franco-Belgian Sub-Committee of the Canadian Patriotic Fund at Montreal.

As shown by this communication, I am not, I regret, in a position to supply you in a satisfactory way with the information you require. My letter to Mr. Tarut actually points out that while I assisted about a thousand Belgians, most of them unmarried, in joining the Belgian Army, I am not aware of the number of my compatriots who left Canada on their own accord and at their own expense to fight under the Belgian colours. The same letter moreover explains why I, unfortunately, am not in a position to give even a reasonable estimation as to the number of Belgian families resident in Canada whose support lost his life in the military service in Belgium.

I am to-day addressing the Belgian Department of Foreign Affairs with a view to obtaining, if possible, more accurate data in this matter.

Yours faithfully,

M. Goor.

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Then follows a letter in French, addressed to Mr. Alfred Tarut of the Franco-Belgian Sub-Committee of Patriotic Fund, Tarut. I have made a free translation of it (reads):

A large number of Belgians, residents of Canada, who served overseas, enlisted in the C.E.F. I have tried to get information in this respect, without success.

The Consul-General did however direct his attention to the repatriation of about one thousand Belgians who had left Canada to rejoin their colours. But this number does not represent the total of Belgians who rejoined the Belgian Army. In fact, many Belgians rejoined the Army at their own expense without advising the local agents of my jurisdiction. Concerning such I have no knowledge.

With reference to the heads of families in Canada who enlisted in the National Army, I have no knowledge.

The remuneration to the family of the Belgian soldier is 1.25 francs per day, plus 50 centimes, per day for each child under the age of sixteen. Several families so far have neglected to apply for such remuneration. I discover this every day.

So far, to my knowledge, Belgium has passed no law in respect to pensions for the widows of soldiers killed during the war. Immediate assistance to the amount of from 100 to 150 francs can be granted upon request to the person acting in behalf of the person who supports the family.

So far, there have been but five requests for aid. Three of these reside in the Montreal District, one in Nova Scotia, and one in Ontario.

One hundred and twenty Belgian families received aid from the Canadian Patriotic Fund in the district of Montreal. Five supporters of these families are missing. Less than 50 per cent of the Belgians reside in the Quebec Province. There are Belgian groups of farmers, miners, and working men in the Prairie Provinces, British Columbia, Nova Scotia and the southern part of Ontario.

To the best of my knowledge there are not fewer than fifty widows of soldiers in Canada who rejoined the Belgian Army.

The CHAIRMAN: We had better have this made part of the record.

The CLERK: At a previous meeting a member of the committee, Dr. McGibbon, I believe, requested that a copy of the table of disabilities be obtained from the Pensions Board. Yesterday I received this copy.

Document placed on file.

Mr. POWER: I have two questions to bring before the Committee. One is a request from the Associated Canadians of the R.N.M.B.R., representing people who evidently enlisted in the Royal Canadian Navy and who wish to be placed on the same basis as members of the Canadian Expeditionary Force.

Document filed as follows:

ASSOCIATED CANADIANS OF THE R.N.M.B.R.

Concessions to which we should be entitled.

"We, as Canadians, recruited in Canada, and having served overseas, should receive the same recognition as men in a Canadian Expeditionary Force, i.e., pay and allowances, from the date of joining the Service, to be made up to that of our equivalent rating in the R.N.C.V.R. overseas section.

Demobilization gratuities and benefits to be made equal to those of the R.N.C.V.R. overseas section.

Arrangements made for men previously discharged to be on the same lines as men from Canadian Expeditionary Forces.

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THE REASONS OUR GOVERNMENT SHOULD GIVE US THESE BENÉFITS

1. We are Canadian citizens who have served our King and country.
2. Men of the country were asked to join the branch of the Service that their qualifications most suited them for, and as Engineers we did so.
3. We were not aware at the time of enlisting that overseas R.N.C.V.R. recruiting was to be authorized.
4. The Department of Naval Affairs in Ottawa encouraged recruiting in the R.N.M.B.R., and offered every facility for transferring from Canadian Units, thereby acknowledging our practical and technical training to be of more value in this Service than in the Army.
5. We have done our duty as Canadians, and expect our Government to recognize our services in the same manner that it does all Canadian units who have served overseas.
6. Our Imperial gratuities are totally inadequate to provide us with a fair start in civil life in Canada, as against those granted to Canadians of overseas units. Moreover our Imperial separation allowance to dependents has been so small as to entail hardships, and in many cases misery.
7. Every Canadian has fought to protect the rights of small nations. Can our Government ignore us simply because we are a small section of a great country?
8. The Canadian Government did not ignore us at the time of elections, nor were they backward in acknowledging as Canadians those of us who received decorations.
9. We consider our requests to be just and fair, and no more than we can reasonably expect our Government to do for us.
10. We do not think our Government has properly understood our position up to the present, as we have not been able to make proper representation to it except through Canadian authorities in London, who have invariably referred us to the Admiralty, whereas we wished to deal with our own Government, and we believe that is why no steps have been taken by the Government before, and why our troubles will be immediately rectified upon our return.

N.B.—New Zealanders in the R.N.M.B.R. have been compensated by their Government.

The other matter I desire to bring before the committee is the case of James Barrington who enlisted in the Royal Artillery in 1867 and transferred to the Canadian Force in 1878. He retired in 1916 after having given faithful service to the Dominion Government for 38 years, for which they gave him a gratuity of \$1,500. He is now 78 years of age and is in receipt of a pension from the Imperial Government of two shillings and ten pence. He is recommended by Lieut.-Colonel Laferty of the Canadian Ordnance Department.

The CHAIRMAN: This is a matter for the Government rather than for the Pensions Board.

Matter referred to the Council for consideration.

MR. DEVLIN: On page 44 of the evidence on Friday the matter of pension to the widows of two generals is referred to. I did not happen to be at that meeting, but since that time the widow of one of these generals called me up by phone, and I know that the case was taken up with Major Redman, and, I suppose, with other members of the committee. The case is that of Mrs. Vidal whose husband, had he lived, would be entitled to a pension of about two-thirds of his salary, whatever his salary was, at the time of his death. Instead of that the widow gets \$500 as a pension. She has also lost her son, and \$300 are to be added to that, making it \$800 per year. Mrs. Vidal has absolutely no means other than this. She has worked, I know to my own personal knowledge very hard, she was working as housekeeper in the Chateau Laurier and left that position to go overseas and worked in a military hospital, so that the work of the whole family was for war purposes. Mrs. Vidal could not possibly live on \$800 per

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year; I do not think there is anybody to-day can live on that amount, much less a woman of her position. It seems to me that it is an act of great injustice because she happened to have her husband a soldier, and her son a soldier that gave up his life in defence of his country that she should be reduced to this minimum. I would like to place her case before the committee for further consideration when the matter comes up with a view to making a recommendation to the Government. She might be brought here before the committee if necessary.

Mr. REDMAN: I told Mrs. Vidal last night she possibly had better write a letter to the chairman of the committee, setting forth her case, and possibly it might be that she could appear before the committee if she desired to do so.

The CHAIRMAN: I would suggest that Mrs. Vidal prepare a memorandum submitting her case to the consideration of the committee.

Mr. BRIEN: I would point out at this stage that there are literally thousands of similar cases. I have one where the man was making \$250 per month on the C.P.R. before he went overseas and was killed and his widow is now getting a very small pension. If we make an exception of one we will have to take them all into consideration.

Mr. POWER: I have the case of the widow of a sergeant-major who is getting \$100 per year pension and is making her living as a wash-woman.

The CHAIRMAN: Mr. MacNutt has a matter which he desires to bring before the Committee.

Mr. MACNUTT: Mr. Chairman, I have a case which was brought before the Pensions Board last year but, owing to a technicality, I think, it was not considered favourably. I understand that the Pension Board has now wider powers and, possibly, those enlarged powers will enable them to overlook this technicality. The case is that of a very old couple two of whose sons went to the front, and in about a month, they were both killed. The name of the family is Greenhow, of Balcarres. I may say that the papers, affidavits, and everything in connection with the case were sent last winter to the Pensions Board, and are still on file there. I have also a note from the Secretary of the Patriotic Fund, the Rev. Mr. Chase, and copies of a memorandum from some of the neighbours. The particulars of the case are that this old couple had three sons, two of them went to the front and the third was no use, he could not make his own living; so that this old couple are now dependent upon the charity of the neighbours. As it says here in the memorandum I have: "the storekeepers see that the old couple do not actually want". It seems to me that it is up to the country to see that they do not want and that the responsibility of securing them from want should not be left to a few people around that particular locality. These two young men gave their lives for the country and the country should see that their dependents do not want. A small pension would, at least, relieve their necessities, their wants are not great, and would relieve the old couple from being dependent upon charity. I do not think that they would have been dependent on anybody or in want if the boys were alive. The reason given for not allowing a pension is that the boys had not assigned their pay to the parents. I suppose that the assigning of the pay is accepted as a guarantee that the parties to whom it is assigned are depending upon the soldier, but surely, if it can be proven otherwise, that these parents were dependent upon the sons, that fact should be accepted as sufficient proof. I think these men were expecting to send their money back to the old folks. They are rather illiterate people and do not realize the situation.

Mr. NESBITT: Give the names to Mr. Archibald and he will draw their file.

Mr. MACNUTT: I have a memo of particulars here. (Memo handed to Mr. Archibald.)

Mr. SUTHERLAND: Were the sons contributing towards their parents' support.

Mr. MACNUTT: Yes. The old people are now helpless and can do nothing. The old man had a job cleaning out a little hall for which he received a few dollars a month

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and he is hardly able to do that now. They will not live long, and it will not cost the country much. If the two boys had not gone to the front no doubt these people would have been in good circumstances. The sons were unmarried.

The CHAIRMAN: Mr. Archibald will draw the file and we will look into the case.

Major GEO. F. BOYER examined,

By the Chairman:

Q. Will you tell the committee what your position is?—A. I am in charge of the organic and functional nervous disease cases in Military Districts No. 1, No. 2 and half of No. 3. Most of our cases come from Military District No. 2, but we draw extensively from Military District No. 1 and quite a bit from Military District No. 3.

By Mr. Devlin:

Q. From what part of Military District No. 3?—A. I do not know.

Q. Do you take in any of the Quebec side?—A. No, we do not touch Quebec at all; at least I cannot recall a case from Quebec. I can recall a few cases from New Brunswick. I think they have just found their way up there.

By Mr. Nesbitt:

Q. If I remember correctly, there was some doubt in the committee as to whether the neurasthenic or shell shock cases should be pensioned or should get a gratuity, and what amount of gratuity they should receive, if any, and the gentleman from Montreal, if I am not mistaken, thought that if they had this trouble it always continued to a certain extent, and we want to get your view in regard to that.—A. The first and foremost, you would have to define "shell shock." Shell shock is not pure and simple neurasthenia. The neurasthenic condition can follow from a shell shock, but shell shock as it exists here in Canada comprises a whole lot of stuff. It comprises first, we will say, the real shell shock, the case of a man, be he defective, or be he a normal individual—I mean by that the man that has always taken his station and always filled it well—that man goes to France, and under the stress of emotions, chiefly fear, becomes affected, because shell shock relates to an emotion, fear, more than anything else. All this talk in the papers that not a man was afraid is bunkum. I have not seen a man from France, barring one—and he should be in an asylum—who was not afraid. If we get up against the question of the termination of our own life we naturally have some quickening of the pulse, a little disturbance of circulation, sweating, a little tremor and stiffness of the muscles, and perhaps it is a little hard to swallow, a little feeling in the stomach, and if that keeps up long enough it will produce, if the man is honest, a condition that he tries to fight because he associates that feeling with cowardice. The real shell shock case is the man that breaks down emotionally, be he defective or not, under the stress of war. Fear is one of the worst things that break him down, the repulsion; the sights he sees are another thing, and the magnitude of the things of war are others. Now, then, we will take that group, which is a big group, and let them come first to England. I have seen that in very large numbers. That man can carry on if he is removed from the original phenomena of the emotions that broke him down. If he does not carry on it may be that he becomes what we call rationalized into civil life. He may link these up with sympathy in civil life, possibly consciously allows a few motives of pension to come in. We all know how hard it is to control a man in a sympathetic atmosphere. We all know how hard it is to train a child in another family than its own, if anybody has tried it. As a doctor I have tried it, and it is a hard job. Now, the first principle in the treatment of this man is that he should do something. You get a man who does not get that far, but he develops an hysterical condition. He is more or less at peace of mind. He has an entity that satisfies him. He sleeps well, he eats well, he is lame,

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or something of that kind, but he takes life for what it is worth, and asks the world to accept it for what it is worth, and he goes on. That is the hysteric. He never analyses. Take the case of a man who lost his speech. After he was better he said "I never tried to speak." A man of fifty-two, one of our strongest adherents. He said, "I never tried to speak because I was afraid of making a fool of myself." That is the hysteric. Come to the next man, the man who consciously produces disease, or does not try to get well. I happen to know of one case—I need not mention his name—but he comes from a certain area in Ontario. I knew him overseas. He was thirteen months in France. I mention this to show that he had an honest beginning. He was thirteen months in France, and he was thrown from a horse. He hurt part of his head, so his story was, and I believe it. He came back. I saw him in England at the shell shock hospital in Buxton. I even went so far as to give him a certificate that he was not drunk because he always walked to one side, and fell to one side. When he came out here I saw him about nine months later. I had not seen him in the interim at all; I had not heard of him in the interim. He came out here, and the first time I saw him he demanded leave to go home to see his wife. I examined him. There was something physical in him, and that is why we delayed with him for complete examination again. He was a man who could walk and run downstairs perfectly well. I examined him carefully. His signs of disorder had changed. I talked to him, and told him that he was not going to get his leave until he proved his sincerity. In two days that man was playing football; in two days that man would do anything you liked—climb a ladder, go upstairs backwards, anything you wanted. How much did that man try to walk before I saw him? How much did he try on the day I first saw him?

By Mr. Nesbitt:

Q. He had been off duty during those nine months?—A. He had been on duty in England at times.

By Mr. Brien:

Q. Did he show any symptoms of paralysis?—A. When I first saw him he showed no symptoms of paralysis. He showed a few symptoms of a bump in his cerebellum.

Q. A loss of co-ordination?—A. A slight loss of co-ordination. He staggered towards one side, I have forgotten which side it was. Now that is our procedure. The man begins with an emotional disturbance, unanalyzed which produces an analytical frame of mind. That man will get better providing he is not a defective in any degree, if he will do two things, if he will stop his repression (just crowding out), and if he will gradually do some work. Therefore, we put them into the gymnasium; we put them to making shoes, to repairing automobiles, and to carpentry, so that this man gradually assumes a position of confidence in himself, and he can acquire it. I may quote a case of true shell shock, the case of an officer. I will not give you his name, because possibly some of you may know him, and I wish to avoid personalities. This officer came to me last July. He had seen twenty-six months of hard service with the artillery. He was confused, he cried on the slightest provocation. He had a stammer, a sweat, and a flush. I asked that man to do two things, to go out and interest himself in something; I did not care whether it was planting flowers or raising buffalo; it did not matter what it was. I asked him to interest himself in something. That man suffered from the truest confusion. I won't tell you some of his conversation, so far as fear and cowardice are concerned. He had come home as a sick man, and he said to me, "I am in difficulties." There was nothing of what we call self-positivism in it. He said, "I am in difficulties," and he asked me the best way to get out of them. I saw him last Thursday. He said, "I want to go out, I am perfectly well, there is nothing wrong with me. I want to go back to civil life; it will take two or three months to get back where I was just before the war because I have been three years out of work,

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out of the way of doing work." He was a civil engineer. He said, "Then I expect to be clear." That is the type of man I say who should get a gratuity, and a good gratuity; he has proved his sincerity.

By Mr. Nesbitt:

Q. Would you give him a pension?—A. No, I told him I would not. He is able to return to civil life.

By Mr. Power:

Q. He has no disability?—A. He has no more disability than you would have had if you had been out of work at your calling for three years.

Q. Why give him anything?—A. Because it will take three months to get back to his normal.

Q. He would get his three months' war gratuity?—A. Everybody gets that.

Q. He is no worse off then than anybody else, and I do not see why he should get any.—A. That is a logical argument.

Q. The Army has cured him?—A. If you want to give a gratuity to anybody with functional disease, alright, but I am quoting sincere cases.

Q. We will give a pension to anybody who has a residuum of disability?—A. That man cannot concentrate as well as he did. Every man knows that if you go away for a month's holidays—supposing you are a lawyer—you know when you come back how long it is before you get back into harness; it may be a few days. Go away for a year, and it will take you longer.

Mr. POWER: But I would not charge my clients with it.

By Mr. McGibbon:

Q. Would you say that the Army has put that man back into the condition he was in before the war?—A. Yes, if he becomes analytical.

Q. I am asking you a straight question. Supposing you got him back to the condition in which you took him from private life?—A. No, he does not concentrate as well.

Q. Will his nervous system be the same?—A. I do not see any reason why it won't.

Q. What is the history of those cases continued on?—A. The history of these cases is that as soon as you let them know where they stand, that they have no prop to lean on, they handle themselves 300 per cent better than they do when they do have a prop.

Q. But would you go so far, professionally, as to stake your reputation that these men's nervous exhaustion has not injured them?—A. You are putting me on oath, are you? I am not on oath you know. My opinion absolutely is that that man can carry on as well as he did before, in three or four months' time. You asked me about pension; might I read this, this is from Sir John Collie on traumatic neurasthenia—corporation versus individual:—"The following remarkable statistics speak for themselves; in Denmark it is the practice—" Mark you, Sir, I would not turn that man out as you suggested with nothing. I believe in a gratuity for that man.

Q. Supposing he is no better at the end of that time?—A. You are giving him every opportunity to get better when he knows his case is closed. If you were dealing with these cases you would know how many of these men come back and say: "For God's sake, Sir, close it, I do not want to come back here every six months for five or ten dollars a month." It is well known in litigation that in any case you take you can prove by these statistics that the best way is to pay him for disability and see how long he is able to carry on.

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By Mr. Power:

Q. If the man should get wounded at the front and is cured to such an extent that he is able to carry on in his ordinary vocation, you will not give him a pension?—A. No.

Q. But here is a man who suffers disability at the front and he comes back but owing to your medical care he is completely cured, how would you deal with him?—A. I should give him three or four months out in civil life to get back to work, to pick up at the place where he left off.

Q. You give him three to four months in which to replace himself in civil life, you give every soldier who comes back the same opportunity to do so?—A. Does every soldier complain of loss of concentration?

Q. Every soldier who has been away for three or four years requires a certain period in which to bring himself back to the place at which he was when he left.

By Mr. McGibbon:

Q. This committee is not interested in the condition of these people that you cure. You use every legitimate means to cure them but what we are interested in is the case where you do not completely cure and, personally, I have not any doubt about the matter that it is up to the Army Medical Corps or the Canadian Government to cure these people and put them back in the condition in which they found them or to give them a pension. How can you know that they will be better in three months? You have failed to cure them, and you give them a gratuity to tide them over a certain period.—A. No, no, no, it is a question of very ordinary common law to know, if you have dealt with these cases, if you have been engaged in curing these cases, they are not cured until finally disposed of; you are dealing with human nature, that is my opinion and "in Denmark it is the practice to pay these men a lump sum payment and in 93.6 per cent of the cases they recovered from traumatic neurasthenia. In Germany, however, (these are pre-war statistics) where the sick man is entitled to a pension only 9.3 per cent recover from the same disease."

Q. I do not think your analogy is complete at all.

By Mr. Power:

Q. When a man once gets a pension he wants to keep on getting a pension and does not want to be cured?—A. Yes.

Q. And the man who gets a big gratuity and is told that is all he will get goes to work again. That happens in every walk of life.—A. What I am trying to do is to show the best way of dealing with these cases.

Q. The statistics do not apply because the man's interest is at stake.—A. Of course, the man's own interest is at stake too.

By Mr. McGibbon:

Q. The question has arisen here as to the difficulty; there is no organic lesion in these cases; in these cases that simply do not recover, that go out and show neurasthenic symptoms, are unable to concentrate or settle back in civil life again; there is no such thing as organic disease, do you not think there is exhaustion or neurasthenia that will not be cured?—A. No, I think that theory is entirely abandoned by the man who originated it.

Q. I do not think we have proved that, I do not think we have gone far enough to come to a final decision on that point.—A. I know the man well who brought that theory forward. And I know, personally, that he has abandoned that theory.

Q. It is not a question of abandoning a theory, it is a question of result?—A. Then why do you get some perfect recoveries in some cases.

Q. I am not saying it applies to every case, but my point is this, that I do not think we have knowledge definite enough or enough experience to take a man who is still suffering and to discharge him and say "This is final."—A. You are not dealing with something mental there is the man's will to get well.

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Q. Oh, yes I am, I am allowing you every latitude, you can go as far as you want. I want you to get back to the point of saying when you have not cured the man that it is up to the Government to give him a pension.—A. Who is going to be the best judge whether a man can carry on or as to his mental or physical condition? The man himself?

Q. You say that it is cured and it is not cured.—A. We say "Give these men the will to carry on, give them the motive to carry on, and the vast majority of them will carry on."

Q. You must remember that they broke down in the service of the country, and it is up to the country to restore them to the condition in which they got them or to pension them for disability.

Mr. NESBITT: Supposing they do not want to be restored?—A. Put it in plain English, suppose they do not want to be restored; I am not arguing your question—any more I am not going to say.

By Mr. Ross:

Q. His opinion is that they could be cured.—A. My opinion is that the vast majority of the cases can be cured.

Q. And there is not a residuum of exhaustion or anything of that kind?—A. Take away the question of pension and the man can carry on.

By Mr. McGibbon:

Q. We do not dispute that; take that for granted, what about the minority?—A. There is a minority of men who are diagnosed neurasthenia. I saw one only yesterday. A man of fifty-two comes in with a diagnosis of neurasthenia. If you want to talk medicine, he is not a neurasthenic. He is an old man; that is what he is. He is a man that went to the war and carried on two months in France. He has arterio sclerosis. The war probably has accelerated his senility. He will get a pension. Now whose diagnosis are we going to accept for neurasthenia? An outside diagnosis, or our own? He came in as a neurasthenic. He did not go out as a neurasthenic. He goes out as a case of arterio sclerosis and senility. I will venture to say that neurasthenia is a waste paper basket to hold all sorts of diagnosis, the same as eczema was in medicine for a long time. We had a case of diabetes coming in the other day. That case came in as neurasthenia. We fish him out of that basket and put him in another category. We get a lot of such cases.

Q. It boils itself down to this: You take the ground that you can absolutely and positively define and diagnose all cases of so called shell shock. You can separate the functional from the organic in all cases?—A. I am not on oath. You are asking for positive statements—

Q. We are looking for information in regard to pensions, not discussing medicine. I claim that we should not draw these distinctions too fine or we will do an injustice.—A. I think we can draw distinctions practically on the cases as they occur. I outlined the general sum total of what an emotional case is. I outlined how that case can get back to its normal work. I take the hysterical case, the case that comes in as hysteria. A man has carried an arm limp for two years and a half and has lived at home, and has gone on in that way, and you tell him that his week end pass is stopped. You have tested his arm electrically, and you tell him his week end pass is stopped unless he gets his arm up over his head. He comes to you on Saturday and tries to do it but does not do it well. You tell him to do that fifteen or twenty minutes, and he comes back to you and is able to do it well; can you say how much that motion is under the control of the will? We give the man the benefit of the doubt, and pass him out as an hysteria, and do not pension him. That man will not remain cured in a sympathetic atmosphere. There is not a man here who would not admit that. That man has recovered, but he knows there is nothing coming. That was not a case from France. That was a straight hysteria which lasted two and a half days.

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Q. That is not the case I asked about. We only want to get down to decent principles, and not to hypothesis and we want to deal pustly. I asked Colonel Russell last year whether he was sure that individual so-called functional cases, so diagnosed, might not be organic, and he said they might. You can see that unless you exclude those cases you are liable to do an injustice.—A. If you are dealing with hypothetical questions and that degree of medical science that is another proposition. A few years ago it was not known syphilis was due to a germ. Then they said "we think it is due to a germ," then they found it. They told us years ago there was no germ in measles, but they have found out something about it.

Q. We are dealing with the practical application in regard to pensions. This Committee is not interested in medical discussions.—A. I say in my opinion—I cannot give you any more—these cases can recover. They have no organic lesion, because we know these cases do recover and because no organic lesion has been shown. I cannot go further than that.

By the Chairman:

Q. In what proportion of these cases would you think mistakes might be made as between the functional and organic trouble?—A. Oh, a pretty small percentage, I should say under 5 per cent.

Q. You think that a diagnosis will show definitely in 95 per cent of these cases as to whether they are organic or functional?—A. Yes.

Q. In the other 5 per cent there might be a doubt?—A. Yes. I think those might be looked into because there might be a variable factor.

By Mr. Brien:

Q. That 5 per cent is just from your observation?—A. Naturally we come to as near a proper conclusion as we can.

By Mr. Ross:

Q. You said two men had been reported, I suppose to the head office, as having neurasthenia, and you diagnosed one as arterio sclerosis and the other as diabetic?—A. Yes.

Q. Why did you reverse the finding of the original Board? Did you see the men?—A. We see the men, and we do not report on any we have not seen. That is the case that goes through the general medical clinic. It skipped the general medical clinic, was sent to us direct as neurasthenic.

Q. But before you reversed the decision you saw this case?—A. Yes. We reverse the decision in syphilis quite often. Men come to us with a diagnosis of hysteria or neurasthenia, and we test their blood, or the cerebro-spinal fluid, and if that were positive and showed syphilis, we would reverse the decision and send the man to the syphilitic clinic.

By Mr. Sutherland:

Q. Your theory is that after everything possible has been done for a man in a hospital and he is given his discharge, a refusal of a pension is conducive to his complete recovery?—A. No—well, I do not just understand that question.

Q. After he is discharged from the hospital, when you cannot do anything more for him, your idea is, knowing he is not in his former condition, that the refusal of the pension will be conducive to his complete recovery?—A. I have never known a man to refuse a pension.

Q. But I mean your refusal to give it as a means of treatment?—A. We would never take a case like that and refuse a pension, or if we refused a pension, we would say a decent sort of gratuity would be the solution.

Q. But he is getting a gratuity in any case?—A. No.

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By Mr. Power:

Q. What percentage of men leaving your hospital, suffering from functional disability, are you unable to cure?—A. Oh, a pretty small percentage, under 5 per cent I should say.

Q. That is to say the number of shell shock neurasthenic cases that you cannot cure is under 5 per cent?—A. Yes, that we think have a residuum that is hard to clear up.

Q. That is to say 95 per cent leave your hospital absolutely cured?—A. No, just a minute; give these men a chance to get back to normal.

Q. That is 95 per cent leave your hospital in such a state that within three to five or six months they will be absolutely normal?—A. Yes.

Q. And that 95 per cent you would recommend for a gratuity?—A. Most of them.

Q. And the remaining 5 per cent you would recommend for a pension?—A. I would not recommend it in all, but I would say a pension might be considered.

Q. You would consider they might have a pension?—A. Yes.

Q. If you did not give them a pension what would you do?—A. Those men can be better dealt with by a large gratuity and a retraining to the Soldiers Civil Re-Establishment.

Q. Now we turn to the five per cent that cannot be cured, that will have a residuum that I understand you to say will be carried throughout life?—A. It may.

Q. If you say you cannot cure—I am giving you up to six months—the five per cent I understand will probably carry the residuum of neurasthenic throughout life?—A. They might carry it, depending on how well this man gets along.

Q. Take the five per cent, should they or should they not receive a pension?—A. From the point of view of the man's own usefulness, no.

Q. This man is obviously incapable of carrying on his ordinary vocation which he followed before he went to the war?—A. Some of them, yes.

Q. Therefore his ordinary capacity has been diminished?—A. I think that five per cent of them, if they look around will find pretty definite physical aggravating qualities.

Q. I am talking about the straight functional disability case.—A. It is pretty hard to put this into lay language, as I think Dr. Brien will agree. There are many men diagnosed as neurasthenics who are not neurasthenics.

Q. I refer to the men who are really neurasthenics, the five per cent who have the residuum of the neurasthenic condition. I want to know what you are going to do with them, give them a pension or turn them loose?—A. You mean my recommendation? My own opinion is that a few of those men should have a pension; others a bigger gratuity, S.C.R. Government jobs.

Q. Your solution—boiling it down—is for a few cases, these five per cent—A. I won't say that absolutely.

Q. Your view is to give them a pension—A. Yes, or big gratuity.

Q. Your view is to unload them on the Government, those who are obviously not able to work as well as they could before the war—A. Yes, get a Government position.

By Mr. Brien:

Q. You mean the object is to give them employment—A. We do not want to unload them in any way on the Government.

Q. These men may never get back to what they were?—A. Not necessarily. Do you think I want to be unjust to these men and allow a gratuity if I did not think a gratuity would be a factor?

Q. No, I am asking your opinion. These men will probably carry a disability through life?—A. Yes, perhaps the five per cent.

Q. Their earning capacity has been impaired through service to their country. Something has got to be done for them, don't you think? Your solution is to give them Government jobs. Don't you think we should compensate them by giving a pension

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so that they would be able to earn approximately the same amount as they did before the war?—A. Are you trying to satisfy these men, or—

Q. I am not trying to satisfy the men, but to do our duty by them?—A. I think the best way to satisfy, to deal with these men, is to give a gratuity, that is, to a very large part of that five per cent. Some of them here and there will require a pension. I think that in five per cent of the cases occupation could be found for them of a more or less arduous kind to enable them to carry on in Government jobs.

By Mr. Ross:

Q. To what they got before?—A. Yes. We say this: we have dozens of cases of men who come in and say, "The Government has given us a pension; there must be something wrong with us." We had a man from London the other day who dared us to refuse his pension. He said, "I have not got any complaints, but the Government has given me ten dollars a month and I will be blankety blank if there is a man who will cut it down. I want to fight; who ever will dare do it?" We simply put down that this man "does not complain of anything."

By Mr. Devlin:

Q. Did you put him through an examination?—A. Yes, I examine every man; there is no looking through clothes.

By Mr. Andrews:

Q. There is another phase of this question which has been brought to my attention, under shell shock cases. They go home but are still a little wobbly. Their mothers notice that there is something wrong with them. The man goes out to work in the factory. He works for a while and then perhaps suddenly collapses. He loses his nerve for the minute and perhaps be ordered by the foreman to get out. In a case like that do you try to reinstate the man?—A. We do try to do that, as I think my reports to the Pension Board will show. In the case of the man who is not in a position to earn anything, I do not think he has ever been refused admission to the Institution. We try there to reinstate his confidence, and get him back into a position.

By Mr. Devlin:

Q. In the early part of your interesting statement you supposed that a certain number should be paid a gratuity and sent out without any hope of a pension as a means of securing their cure?—A. Yes.

Q. Can you state about what percentage of cases you examine in a year that would fall under that category?—A. I should say a very high percentage. I have not got the percentages, but I would say it was very high. Ninety per cent of them would be cured; that would be my estimate.

By Mr. McGibbon:

Q. As I understand, these cases you are absolutely positive will get better?—A. I feel they will, but I am not positive of anything; we do not know anything positively in this world.

By Mr. Brien:

Q. Can you tell us what percentage of the cases you turned out on gratuity will relapse?—A. There you are dealing with a movable quantity. I cannot answer that at all.

Q. That depends upon the circumstances?—A. Certainly. As I know it, and as I read from these records, it shows that where a man got home and got up against it, had sickness in the family, the wife becomes pregnant, or he loses his job—that is why we started the social work, so as to try and see what these men's problems were

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at home. In a case like that a man is going to break down again quickly; we cannot help it. I do not know that it is a question of social or of mental hygiene; it appears to be more within the domain of mental hygiene than of the other.

By Mr. Power:

Q. You mean if anything worries him, if he is liable to social or domestic trouble, he is liable to have a relapse?—A. That is common in everyday life.

By Mr. Devlin:

Q. Would it be within the scope of your work to state about what percentage of people passing through your hands have found their way to the asylums?—A. All I can give is my opinion; very, very few of my cases are mental cases at all; I mean not mental to the degree of being asylum cases at all or psychiatric; that is the insanity state; we refer them for an opinion, and if the asylum is recommended, we pass those cases on to the asylum. We often put in a report, "This man may require institutional treatment later." We have two or three of those cases here. In other words, these men will just require to be watched or might become inmates of an insane institution later.

By Mr. Nesbitt:

Q. You think that you can report with a reasonable degree of accuracy those who should eventually get a pension, that are suffering from neurasthenia, as distinct from those who should get a gratuity?—A. I think so.

Q. That is within human probability?—A. Within human probability—of course we are not infallible.

By Mr. Sutherland:

Q. Are the medical men on the boards all of one opinion or do they differ in their views?—A. No, they differ—we have our own wrangles.

By Mr. Brien:

Q. The special boards at the neurological centres are pretty nearly agreed—there are four of them?—A. Yes, the boards are pretty much at one—I mean the boards in Vancouver, Winnipeg, Toronto and Montreal; those boards are working along pretty much the same lines. But amongst ourselves on an individual case we try to thresh it out from all points of view first before we report on it. Of course some men we keep in the hospital for three or four months for observation, some of them we do not keep that long because their cases are clear and obvious.

By Mr. Redman:

Q. Under the Army Medical Corps or the Returned Soldiers' Commission?—A. The Army Medical Corps.

Q. Can the man return for treatment afterwards if necessary?—A. That is up to the S.C.R., but at present their cases are referred to us.

Q. You do not know of any arrangement which has been made providing for treatment? For example, you send a man out and, as far as you can say, the man is cured, but some circumstances arise which causes the man to have a relapse, perhaps creating a public scene; what do you do with him?—A. That man then returns to the Soldiers' Civil Re-Establishment, but eventually he comes back to us.

Q. It has been necessary for some men to be put in some institution?—A. I think it will be until the man becomes known in his locality.

Q. That is that these men can take treatment?—A. I think that the diagnosis between epilepsy and hysteria is very difficult—we want to be sure before we write him up as being a case of epilepsy; we want to see how the pupils react, and the abdominal reflex before determining.

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By Mr. Sutherland:

Q. The Pension Commission and the committee here sitting are anxious to see that no injustice is done to any one particular pensioner and you are largely influenced in your views through observation of the effect of the complete recovery of these men. For instance, you admit that some of the men coming under this 5 per cent might suffer injustice in carrying out the scheme you have in view. We feel that it would be much fairer or more appropriate to be a little more generous.—A. I said that part of that 5 per cent would be very much better treated with gratuities, that is my opinion.

By Mr. Redman:

Q. Do you think that \$100 is a proper gratuity?—A. No, I do not; I think the gratuities are small.

Q. What would you say as to the size of the gratuity?—A. I do not know whether I am at liberty to answer that.

Q. What size gratuity do you think would have a proper psychological effect? I think you can answer that.

By the Vice-Chairman:

Q. As I understand it, you are giving your own opinion, not laying down a policy?—A. I think a maximum gratuity of \$300 for the majority of men; but I do not wish to be quoted on that at all. I think a gratuity of \$300 or \$400 covers nearly all the cases, or make the gratuity what you like.

Q. So long as it would keep them for, say, six months without having to work, or while looking for work?—A. No, no, let the man know, let him be on his own again, give him a chance to get back to civil life.

By Mr. Redman:

Q. You stated, first, that when you discharged these men there is no residuum of disability left, but at the same time you say they must be given three to four months' pay to enable them to get back to civil life. Surely you know there is some temporary residuum which will be wiped out at the end of three or four months?—A. It is a well-known fact—even medical papers have been given on this point at medical meetings—a medical man goes away for two weeks' holiday, he comes back and carries on at once, picks up the cases pretty much at the point where he left off. But if he goes away for a year his concentration is lessened.

Q. That is not my point at all. You say when you discharge him you feel that at the end of three months possibly he will be fit to go to work; what you really mean is that while you have done all you can for him his disability is not altogether disappeared and that you hope that he will be fit for work in three months?—A. There is another attitude there we have to deal with, that is the attitude of injustice that is harboured. We have had dozens of men come in and complain.

Q. In view of your contention that a gratuity should be paid to these men, it would imply that the policy in effect during the past year to discharge these men without a pension would be conducive towards recovery?—A. I know myself that I would recommend a gratuity right along. I could not speak of other policies at all. I know that has been my own policy, in which policy I believe the Pension Board co-operated.

Q. In paying gratuities?—A. Yes. The size of the gratuity is a question for the Pension Board.

Q. Have many cases come under your observation where pensions were refused and you were compelled to admit the justice of payment, and they have again been placed on payment?—A. I have applied quite a few times for a larger pension in organic cases—I mean gunshot wounds of the head or arm, involving the nervous system, or something like that. I have written letters on that matter.

Q. Other than functional cases?—A. Yes.

Q. Not in functional cases?—A. No.

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By the Chairman:

Q. If I understand you correctly, the recognition of a right to gratuity by implication carries the recognition that there is a disability, does it not? You can surely answer yes or no to that.—A. Yes, I should think probably it does.

Q. And it recognizes that there is a disabled condition?—A. Yes, that man has not as good concentration as he had before.

Q. That is a disabling condition?—A. Yes, temporarily.

Q. If, at the expiration of the period estimated for convalescence there has not been a complete convalescence, there is a diagnosis of the disabling condition?—A. Yes.

Q. If at the end of the time estimated, in which he should have made convalescence there is still a disability, then there is a disabling condition?—A. Yes, or motive for pension.

Q. If there is a disabling condition, he is entitled to a continuance of the pension?—A. Yes, I think the course followed there would be that he should be readmitted to the hospital.

Q. If he were not re-admitted to the hospital, he would be entitled to a continuance of the pension?—A. I suppose he would be, if the case were real.

Q. But you are giving him a gratuity?—A. Yes.

Q. That is supposed by implication to mean that there is no further entitlement to pension?—A. We do not say when we give a gratuity that this man is able to go out and carry on. We give a gratuity because from practical experience that is the best way to deal with it.

Q. You proceed on the assumption that the gratuity is the best way to effect a cure?—A. We proceed on a physical examination negating mental disease and negating physical disability. We get a psychiatric report on anything that is—

Q. Please answer it yes or no.—A. It is hard to answer without a long explanation.

Q. Is that the problem that confronts you?—A. The problem that confronts us is that we try to be absolutely fair to these men. We have fished men out of the diagnosis of the functional field and put them into the organic field.

Q. We are trying as practical men, and not as experts, to deal with the question practically. Do you proceed on the assumption that if a man has a disability he is entitled to a pension?—A. Oh, yes, if he has a real disability.

Q. Suppose he has a functional paralysis and you had been unable to effect a cure, is he suffering from a disabling condition?—A. If he has a functional paralysis—I have not seen a functional paralysis case that we would let out.

Q. I am not saying you have. I am asking you about such a case?—A. I think a functional case that has not been beaten—

Q. That is a disabling condition?—A. Yes. I suppose we had no right to prevent a man from going on his week-end leave and make him raise up his arm in the way I have spoken of. That man for two years and a half had hysteria. If he were allowed to go on, and if our powers were cut down to the extent of not having any powers in these cases, we would not get anywhere.

Q. Stripped of all its verbiage, it means that if the man has a functional paralysis that you are unable to defeat, he has a disabling condition?—A. I suppose you can put it that way.

Q. If he has a disabling condition, he is suffering from a disability?—A. In the eyes of the world, but not in the eyes of medicine. If we cannot do anything with him.

Q. If he has a disability, aside from the medical point of view, in the eyes of the world, if it were incurred during service, it entitles him to a pension?—A. I do not know what you are trying to get at.

[Major Geo. F. Boyer.]

APPENDIX No. 3

Q. I do not know that I want you to.—A. I quite see that. You want me to say perfectly clearly that every man who has a disability that is not beaten should get a pension. That is what you want me to say.

Q. No?—A. I quite see that and I do not intend to admit it. A man with a hysterically locked arm could refuse an anesthetic.

Q. I want to take it from the sociological point of view, as well as the curative point of view?—A. If there is any way of getting at a man we do it, but if we cannot prove a man's disability is functional, I suppose he would get a pension, if we are stripped of our powers.

Q. I do not say "if you cannot prove it is functional", but I want an answer to this question: if you cannot remove the functional disability, what is your point of view?—A. I have not been up against that problem.

Q. But there is such a thing as a hypothetical question and answer. If you cannot cure him what is your attitude?—A. I would suppose he had an ungettable condition or was defective.

Q. Then he is entitled to a pension?—A. Not unless he proves his sincerity in more ways than one.

Q. If you cannot cure him and he is able to prove his sincerity, what attitude do you think the State should take towards his dependents?—A. You have to take in the history of that case.

Q. When I bring in the individual case, you say you must take the general principles?—A. I will read you this case.

Q. Take a specific case?—A. Take this man—I will be specific—

Q. You are giving evidence and I am asking questions.—A. I am not giving evidence. I am giving the advantage or the disadvantage of my opinion in treating these cases.

Q. Is that not evidence?—A. It is my story of it.

Q. Is it not expert evidence?—A. Two or three of these gentlemen have talked to me as if I were here on oath. I am not.—I am here trying to help this thing out, just as much as you are.

Q. I did not know you had a rough time before I came here. But now I will drop it.—A. I don't think that.

By Mr. Ross:

Q. With regard to your answer to Mr. Nickle as to that man who had only a functional trouble, and you could not cure him, and you say you depended upon your idea of his sincerity, you might put him down as a malingerer?—A. Absolutely. I was going to quote to Mr. Nickle a case that absolutely fits his question. There was a man, private So-and-so, who enlisted at Toronto. I can give you the details. He was shot through the forearm. I do not know his history previous to the war. You are not assuming that there is a question of will entering into this at all. You are talking merely on the symtomatical side of hysteria. You are trying to commit me to something to which I will not commit myself. This man I knew could move his fingers. I had seen him do so. It is a question of my word against his. That man would tell you that he never moved his fingers. He was shot in the forearm, and he would go on the streets and swear to the crowd that he could not move his fingers. I asked one of the other medical officers to see him to see if he would do anything for him. He could not do anything for him. Then I saw him. By the way, he has since been in Montreal, not as a patient. I asked to see him, and before that man left my room—I did not do anything but talk to him—before he left he raised his hand all over his shoulder, over his head, he gave me a good grip, and did everything you can possibly do with a normal hand. That man possibly will go as an hysteric but that man I know could use that arm. Do you mean to say that I should recommend a pension for that man if this condition returns? As soon as he knew his luck was out, he left the Army, he deserted immediately. Do you wonder that we want to take such cases in detail?

[Major Geo. F. Boyer.]

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Q. They fall into a class. I have no difficulty in putting that case into a class. What you say is——?—A. I give you my word of honour.

Q. You say that under the influence of your control—A. Not under the influence of my control at all, but by my practical way of handling him.

By Mr. Power:

Q. He was a malingerer?—A. Yes, but had been diagnosed hysteria for two years.

By the Chairman:

Q. That is not the case that is worrying me at all. I am discussing the case of an individual for whom you have done your utmost, and you have not been able to remove his disability.—A. If a man cannot be cured at any of the neurological centres, it is a case of pension.

Q. That is what I mean.—A. If he cannot be cured at any of the neurological centres, "give them a chance." If you cannot do anything with them, for the love of heaven, pension them.

The CHAIRMAN: That is what I thought myself.

Mr. SUTHERLAND: On this question we seem to be as much at sea as when we began.

By the Chairman:

Q. The doctor in his last statement clears up the difficulty which confronted me. He frankly admits that if, after they have had every opportunity?—A. I am not talking about hysteria.

Q. After they have had every opportunity of clearing up the hysterical or functional paralysis, and they are unable to do so, then his opinion is that the man must be recognized as suffering from pensionable disability and as entitled to a pension. Do I put it too strongly?—A. You put it strongly.

Q. Do I put it too strongly?—A. Oh, let it stand at that, if the hospitals are not co-operated with.

By Mr. Devlin:

Q. Before you were prepared to give a general opinion upon these cases, you went on to say that that opinion would not cover exceptional cases which you had found in your experience, that there were so many exceptional cases that you wanted to study each individual case.—A. Yes, and before we give an opinion on a difficult case we always ask for his admission, and keep him there a month or two, or three months, as the case may be, until we are satisfied that this man cannot carry on, or can carry on.

By Mr. Ross:

Q. Your opinion is that like angel's visits these cases of neurasthenia, that is of functional weakness that cannot be cured, are few and far between.—A. Very few, yes.

By Mr. Sutherland:

Q. I have a particular case here. The history sheet says it is a case of hysteria. He was in France from December, 1915, was in the front lines continuously until blown up on April 26, 1916. (Reads):

"For last month was just slightly grumpy than formerly. Was blown up by shell, was unconscious until in hospital. Was shakey, easily startled, appetite poor, sleeping poorly, nightmares of front lines. Could not move legs. Movement started to come back in four months and has gradually improved but at present time is still very weak in left leg. Other symptoms have not improved very much."

[Major Geo. F. Boyer.]

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The next report on August 8, 1918, says,

"X-ray shows slight definite dislocation in articular surface of left sacre joint, particularly at upper end."

On February 7, 1917, he was boarded at the discharge depot, Quebec, "degree of incapacity—total—for six months, then impossible to say," and so on. On May 30, 1918, he was discharged with "a partial loss of function in the left leg and arm. cause explosion of shell. No pensionable disability." On July 12, the doctor who examined him wrote to the Pensions Board recommending a one hundred per cent disability. Remember, that all this time that man was without pension at all, and going around on crutches, with a wife and family depending upon him. That was carrying out the policy of the Board up till about December last, and now this man is drawing a full disability pension. You will admit that if he is entitled to a full disability pension now, a very grave injustice was done to that man when he got no pension.—A. The fact that he is drawing full pension on the disability described by X-ray would show that he is really disabled, that is obvious.

By Major Andrews:

Q. I have been gathering from your talk this morning that it is your opinion that where a man failed to be completely restored and had a relapse after getting his discharge that he should, of course, be given further treatment?—A. Yes.

Q. Consequently it is the opinion that when the psychological cases are discharged they should be given not a pension, even where there may be some disability, but the difficulty is met by way of gratuity as has been provided in Denmark and other places. That is recognized as the best psychological treatment?—A. That is my opinion; in that way instead of making a hot-house plant you would be doing every single thing that is possible to make the best of the man as a citizen. I do not think that all interest should be lost in him at the end of the gratuity, not at all, but if he gets into difficulties he is always at liberty to come to the military hospital.

By Mr. Power:

Q. You give him this gratuity because he lacks concentration that is all that is wrong with him.—A. Yes, they have more sometimes than that but the lack of concentration is possibly the most common.

Q. That is to say inability to get down to his ordinary vocation again. My contention is, it may be right or it may be wrong, that every soldier who has been three or four years away has absolutely that same disability?—A. That is not a common complaint at the Discharge Depots; not a very common one I believe.

Q. Is it not your opinion that if a man has put in three years away at the front the same principle you have already enunciated with regard to neurasthenic cases would apply to him? He will certainly take some time before he is able to get down to his ordinary avocation?—A. Yes.

Q. Why should he not get some gratuity?—A. I cannot agree with you.

By the Vice-Chairman:

Q. I am not trying to trap you by the subtlety of the question: but you give a man gratuity for functional disability; in its practical working out the man gets his gratuity and his discharge, the gratuity is exhausted and he has not succeeded in the struggle; how do you think the matter should be handled—he has a wife and children to support—what should be done in that case?—A. That is a question of policy, that I think is outside the scope of my duties. That man is always eligible to go into the hospital again.

Q. Surely you would not say that we can do nothing with this man? What should be done with him?—A. Each case would have to be settled on its own merits. I can tell you of cases where a man comes and complains of not being able to carry on but

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he has been able to do a whole day's work in the carpenter shop when receiving his vocational training; he conscientiously endeavours to do his work and carries on all day. We must try and get some logical industrial school for that man.

Q. That is not what I am dealing with. I have a case of a man outside, one of the electors in my constituency who is suffering from functional paralysis; that man is getting a gratuity of \$300, he has had the best that is possible done for him as far as training is concerned, he is unable to earn a living through functional paralysis; what in your view, is the duty of the state to that individual, not from the point of view of a doctor, but what is the duty of the state to that man and his dependents. I am assuming that the man is not a malingerer?—A. The duty of state there is largely the duty of the Dominion mental hygiene committee, that has been formed for the purpose of following up such cases as that; that, I understand, is what the S.C.R. is trying to do. I know the Soldiers' Aid, I have quite a bit of correspondence with the Soldiers' Aid in Toronto and they do take cases of that type. Recently I wrote a letter to them in which I said: "I am convinced of this man's sincerity, I cannot get him a job". They will take the matter up and try to get him a job at something, running an elevator or something like that. Each of these cases has to be dealt with on its individual merits.

Q. I happen to be a member of the Soldiers' Aid Association and we have done everything we could to place the man in civil life. Everything indicates that the man is quite sincere, but apparently he is unable to earn a living himself, and he has a wife and children and what I want to know is how they should be dealt with?—A. He can easily be admitted to the hospital again.

Q. You have taken him back to the hospital and you have turned him out again, and there is a re-currence of the condition. What should be done with the man? His wife and children have to be provided for?—A. If the man is sincere and nothing can be done for him I think you have a rather difficult problem; I should think in that case, if he cannot keep any job at all, if he has gone in the hospital and has been to the neurological centre without any beneficial results the best way is to pay him a pension or call in a psychiatrist.

Major A. A. FLETCHER called:

By the Vice-Chairman:

Q. The committee will be glad to hear what you have to lay before us?—A. I am just going to take up this question of the hypothetical case that Mr. Nickle has mentioned. It does not come under the head of hysteria because it is incurable and the test of hysteria is its curability. There are conditions that are found in which no organic condition can be found but which are not curable, for example, paralysis agitans, a condition which occurs in older people, with tremor, a peculiar gait, etc. We examine the brain microscopically and we find no evidence of organic disease yet we do not say it is hysteria. We know by experience that it does not get better and is therefore not functional. The test for functional and hysterical condition lies in one's ability to cure it. Hysteria is not a permanent thing. It must mean that the mind is accepting the disability, this false disability for some reason, conscious or unconscious; there is always a motive for hysteria. There was always a motive for hysteria in civil life, and there must be a motive for hysteria in the army. Whether the patient is conscious of that motive or not is not a part of the diagnosis. We are surprised when we discuss motive with the patient how conscious they are of the motive inducing the hysteria. Hysteria without motive, I believe, does not exist. Now with regard to the 5 per cent, I think there was more or less agreement with the 95 per cent of these cases, but this 5 per cent gave you in my opinion a large figure. Keep 5 per cent in hospital for some months and some of them develop signs of organic disease, or a psychosis. One of them is the case

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Dr. Boyer cited, the case which developed senility. He had aged perhaps ten years during service. Another type is the old neurasthenic of civil life. You could not cure him before he enlisted, and you cannot expect to cure him after he enlisted.

By the Chairman:

Q. Do you think he is entitled to pension?—A. That is a question of whether you are taking account of disabilities previous to enlistment.

Q. Assuming you are?—A. Well, no, most decidedly not.

Q. Assuming you are not taking these disabilities into account prior to enlistment, is he entitled to a pension?—A. I think he is entitled to compensation.

By Mr. Devlin:

Q. The complaint would have been aggravated?—A. Yes, and we can cure most of the aggravation. The aggravation must depend on a motive.

By Mr. Ross:

Q. These two cases you cite were cases of improper primary diagnosis?—A. Yes, and yet it would be difficult to make that diagnosis. A good many are turning out to be mental defectives. We have the authority of C. K. Clarke in Toronto for that. The hysteria becomes a delusion. Delusions are a common thing in civil life. We see in asylums men who claim they are the King of England or the Pope.

By Mr. McCurdy:

Q. Or the King of Prussia?—A. No. They are absolutely resistant to all suggestion.

Mr. SUTHERLAND: We witness delusions of that kind with the public.

Mr. NICKLE: And sometimes in the House.

The WITNESS: It is just a question how obstinate delusion has to be before you declare the man insane. Taking this case you referred to, do you know if a psychiatric examination was made?

The CHAIRMAN: It was simply a figment of imagination I put to you.

The WITNESS: Such a case is unfamiliar to Major Boyer or myself. I think Dr. Boyer will agree with me there. We had one man who got through two or three centres who turned out to be a mental defective, but even then he was finally beaten. When he sees that in this hysteria the game is not worth the candle, he drops the hysteria, and that is shown in civil life with women. Then the next point is, assume there are some neurasthenics due to service——

By the Chairman:

Q. I understand the principle you enunciate is this: that you can cure all cases of functional paralysis or true hysteria?—A. If the man is sane.

Q. Then if you cannot cure it it is not a case of functional paralysis or neurasthenia?—A. They are not the same thing.

Q. I am not saying they are; I say "or"?—A. I do not say I can cure every case of neurasthenia.

Q. Then if you cannot cure the man, do you think he is entitled to a pension?—A. No, assume there is such a thing as neurasthenia due to service, that is not hysteria, that is not functional paralysis; that is a case showing certain symptoms, something which you would call a nervous breakdown. He would talk about his disability and describe his symptoms with good judgment. These are the same as the neurasthenia in civil life; they may occur, as the result of accident. Perhaps in a street car there will be thirty people and that car will collide with another car and possibly only two of the passengers of that car will develop traumatic neurasthenia, pain sweating, and the symptoms of neurasthenia described to-day. Those cases come to court. All the thirty people in that car were subject to the same shock, but the

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emotional disturbances have had their effect only perhaps on two of the passengers. It has always been the past policy in every country to settle that case with a gratuity, no matter how large. It has always been found that the patient is going to be a better citizen to the state if that is settled with a lump sum, and we on College street in Toronto have felt that we would like to be empowered to give a large gratuity for that reason. That is from the point of view of the person paying the sum, the point of view of the patient receiving the money a gratuity is the best form of compensation. The aggravation induced by repeated examinations cannot be exaggerated. I can cite a case Mr. Nickle of hysterical convulsions—a man discharged with what we call hysterical convulsions. They might be compared to tantrums in children. One person will go to pieces with a hysterical attack. This man came up six months after discharge for medical examination and gave me his history, which was that for three months after his last examination he had had no attack. Then he had an attack. He had an attack again in about six weeks, and in the last three or four weeks previous to the examination he said he had attacks quite frequently, eight or ten. The prospect of appearing before the Pension Medical Board for examination I think unquestionably was a factor in inducing those attacks.

By the Chairman:

Q. What was the motive for that?—A. He did not want to lose his pension.

By Mr. Devlin:

Q. It would not be from fear of—A. Yes, it might be fear.

Q. Excitement?—A. Yes, or it might be fear—that is quite possible. There is no doubt about the aggravating influences of the repeated examinations from the patient's point of view. It might be fear. I would not go so far as to say that it was pure selfish motive on the part of the patient, wanting to get what he could out of the war disability, there is in all these cases an unconscious appeal for sympathy, and what better justification can a man have of his war disability than to be able to carry in his pocket a Government pension and the patients are using this as a rationalization—by that I mean a means of convincing themselves of a reality of their own disability.

Committee adjourned until 11 a.m. Wednesday, March 26, 1919.

APPENDIX No. 3

HOUSE OF COMMONS, OTTAWA,
COMMITTEE ROOM No. 318,
WEDNESDAY, March 26, 1919.

The Special Committee appointed to consider the Question of Pensions and Pension Regulations met at 11 a.m., Mr. W. F. Nickle, Vice-Chairman, presiding.

Members present: Messieurs Andrews, Béland, Brien, Cronyn, Devlin, Green, Lang, McCurdy, Nesbitt, Nickle, Power, Redman, Ross, Savard, and Sutherland.—15.

The following letters were read and placed on the record:—

VICTORIA RECONSTRUCTION GROUP,
BOARD OF TRADE BUILDING,
H. T. RAVENHILL,
Hon. Secretary,
VICTORIA, B.C., March 20, 1919.

DEAR SIR,—I beg to hand copies of resolutions passed by this group on March 4. I trust they will have the active support and sympathy of your committee.

Yours truly,

H. T. RAVENHILL,
(Hunter).
The Secretary,
Standing Committee on Pensions,
Ottawa.

VICTORIA RECONSTRUCTION GROUP.

Copy of Resolutions passed at a meeting on March 4.

1-E.—*Differentiation in Pensions.*

RESOLVED, That in the opinion of the Victoria Reconstruction Group, there should be no differentiation in pensions in the Canadian Army on account of rank, outside of the permanent establishment.

2-E.—*Pensions—Single men, partially and totally disabled.*

RESOLVED, That in the opinion of the Victoria Reconstruction Group a totally disabled single man should receive a pension of not less than \$75 per month, and partially disabled man in proportion thereto, and, that the allowance for helplessness for a single man should be \$35 per month; and, it is further resolved that this pension is based on the normal cost of living during 1913-14, on statistics prepared by the Dominion Government for those years, and that pending the cost of living resuming its normal standard a bonus of 20 per cent should be paid over and above the amount herewith resolved on for a total disability pension and that this apply in proportion to those partially disabled.

3-E.—*Pensions—Married men, partially and totally disabled.*

RESOLVED,—That in the opinion of the Victoria Reconstruction Group, a totally disabled man who is married or on becoming married should receive a pension of not less than \$100 per month, plus \$25 per month for helplessness, and partially disabled men in proportion thereto; and, it is further resolved

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that this pension is based on the normal cost of living during 1913-14, on statistics prepared by the Dominion Government for those years; and, that pending the cost of living resuming its normal standard a bonus of 20 per cent should be paid over and above the amount herewith resolved on for a total disability pension, and that this apply in proportion to those partially disabled.

4-E.—Pensions—Dependents of Soldiers and Sailors who died on Service.

RESOLVED, That in the opinion of the Victoria Reconstruction Group, widows of sailors and soldiers and mothers dependent on only sons died on service should receive a pension of not less than \$60 per month, based on the normal cost of living during 1913-14, on statistics prepared by the Dominion Government for those years; and that, pending the cost of living resuming its normal standard a bonus of 20 per cent should be paid over and above the amount herewith resolved on.

6-E.—Education—Children of men severely disabled or died on Service.

RESOLVED, That in the opinion of the Victoria Reconstruction Group, in addition to any provision as regards pensions for orphans of men died on service and children of severely disabled men, the Dominion Government should provide for their secondary and advanced education with free tuition, from Provincial Government or municipalities, as the case may be, and when such orphan or child qualified for a secondary school under the same conditions as do other children, up to say sixteen years of age, free tuition be given and the pension continued; and when such orphan or child qualifies in the ordinary way for a university education, free tuition should be given and an annual grant provided by the Dominion Government, such grant to be administered by the University authorities.

8-E.—Relief from Taxes—New Municipalities Act.

RESOLVED, That the Victoria Reconstruction Group do approach the Provincial Government with a request that the New Municipalities Act should include a clause giving municipalities the option of affording relief from taxes, at their discretion, to severely disabled men and widows of men died on service and that copies of this resolution be sent to each of the Victoria M.P.P's, Mr. F. S. McDiarmid and Mr. Baird, Inspector of Municipalities, and to the Reconstruction Committee of the Provincial Parliament.

9-E.—Pensions—Partial dependents, men died on Service.

RESOLVED, That in the opinion of the Victoria Reconstruction Group, parents and dependents who only had a partial dependency should receive a pension proportionate to the support provided by men died on service, and, it is further resolved that, in each military district throughout the Dominion, a Citizens committee consisting of three persons shall be appointed to act in conjunction with the local representative of the Pensions Board, and that their joint report should be sufficient to secure a pension for such parents and dependents in accordance with the loss of support suffered.

DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT.

OTTAWA, March 25, 1919.

DEAR SIR,—With reference to your letter of the 19th instant, enclosing a letter from Mr. W. A. Buchanan, M.P., I enclose a copy of a letter addressed to Major Cohen, M.P., England, for your information. I have also sent a copy to Mr. Buchanan.

Yours faithfully,

E. H. SCAMMELL,

Assistant Deputy Minister.

V. CLOUTIER, Esq.,

Clerk of the Committee on Pensions,

House of Commons,

Ottawa.

APPENDIX No. 3

COPY.

25th March, 1919.

DEAR SIR,—A brief report of an address by you in the House of Commons appearing in the London Times has been brought to my notice by Mr. W. A. Buchanan, a member of the Canadian Parliament.

It is interesting to note the views which you express as the policy you propose has been carried out in Canada for the past two years so far as the placing of men in industrial re-training is concerned.

It is intended shortly to issue a comprehensive statement of Canada's work for Disabled Soldiers. In the meantime I am sending under separate cover copies of two annual reports, also a copy of a recent Order in Council setting forth Pay and Allowances which men receive while under treatment or training by this Department. I would call your attention to the brief statement on industrial surveys on page 20 of the report dated May, 1918. This will be amplified in the proposed publication a copy of which I shall be glad to send you if you desire.

To date more than 900 industries have been surveyed in Canada. The latest Vocational Training statistics up to March 21, contain the following information:—

Total number taking Vocational Training not including re-educational.	2,680
Total number of men who have been put on Vocational Pay and Allowances for re-training after discharge.	9,710
Number graduated.	3,107
Number at present taking courses.	5,668
Number of men surveyed by Vocational Officers. . . .	46,202

It is the policy of the Government of Canada to give every disabled man a chance to make good in a new occupation if his disability prevents him from carrying on in the one he previously followed.

Attempts have been made from time to time to induce this Department to allow men undergoing training in industrial establishments to receive payment for work done at these establishments in addition to the Vocational Pay and Allowances.

This is contrary to the policy of the Department as it would take the control of the man away from the Vocational Officer and place it in the hands of men who might exploit him. Under the present arrangement excellent progress is made by the student-apprentice and he is able the sooner to complete his course and to earn journeyman's wages.

Yours faithfully,

E. H. SCAMMELL,

Assistant Deputy Minister.

Major Cohen, M.P.

(Fairfield Liverpool),

House of Commons,

London, England.

The VICE-CHAIRMAN: Major Todd is here this morning. The Committee, Major Todd, are desirous of hearing the views you desire to express; perhaps it would be better for you to first make a direct statement and then the members of the committee may ask any questions they desire afterwards.

MAJOR J. L. TODD: Mr. Chairman, and Gentlemen, I thank you for the opportunity of speaking to you. Unfortunately, there have been no "Hansards" of your proceed-

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ings so I do not know what you have discussed so far; but, if I do cover ground which you have already gone over I do not think that the time will be wholly lost.

First of all I should like to say one or two words in general, secondly, to speak of provisions that I think ought to obtain in legislation, thirdly, to say something concerning the manner in which the Pension Commissioners should administer the business of their Board, and lastly I should like to say something concerning the nature of the body which should be responsible for the administration of Canadian pensions.

First of all, a general word: the object of pension legislation is clear; every civilised country makes provisions which are almost identical in its pension legislation. Briefly, our object in pension legislation is to provide maintenance of a set standard for sailors and soldiers who, as a result of the war, cannot provide for themselves or for those whose dependency upon them is proven. I said "a standard", I think it is implicit in our law that the standard set is that which can be commanded by a *a general labourer*. I should like to see in our law a definite instruction to the administering body that a liberal construction is to be put on every provision of the act in order that it may be certain to achieve the general purpose which has just been stated.

The problem of the disabled soldier in Canada, and in every other democratic country, is a problem of citizenship. Every soldier is a citizen; a citizen who risks himself for the common good. A pension insures him against loss by that risk. The question always is one involving citizenship as a whole.

With these two preliminary observations, let me go on to the specific points which I think should be covered by our pension legislation. First of all, the disability table. At the present time we are working under a disability table which in part has been erected by the Board of Pension Commissioners, and in part is dependent upon an Order in Council. No disability table can possibly enumerate every disability which may affect a man. It can only select certain ones and use them as a standard, a gauge by which to estimate the extent of disabilities that are not mentioned in the table. The disabling effect of any particular injury may vary from time to time in accordance with economic conditions as recorded by experience. It is essential, in my opinion, that full power to control the disability table should reside in the body administering pensions, that administration should not be tied down by past experience as incorporated in legislation. At the present time, our table includes values based upon decisions made in 1837 in France and erroneous here and to-day. The body administering pensions should have full power to erect a disability table in accordance with actual conditions; conditions which can be examined and from which conclusions can be drawn.

I do not want you to understand me as suggesting that the present disability table is not a good one. It is a good one. It covers, I think, pretty well everything, except perhaps two points. First, there is the question of old age: that is should any allowance be made for a man who is 50, and who has an injury? That injury, sometimes at any rate, will produce a greater disability in him than it would in a man of, let us say, 20 or 25. That is a matter which requires examination. The older men and the men who might be said to be mentally dislocated are the only two classes over which I have any uneasiness at all. I think all the others are being properly looked after. I am not quite sure that the man of more than middle age is being quite covered. I am not quite sure that we are fully covering the man who is mentally upset, the man who has lost his peace-time habits, returns and finds it difficult to take up his old job. Those two classes ought to be carefully watched in connection with the maintenance of a disability table by the Board of Pension Commissioners.

A point which has come up in this country, has been much discussed in France, in Great Britain and the United States. It is this: shall a pension compensate solely for personal mutilation, or shall it compensate also for professional mutilation? Let me illustrate by the stock example: shall the same pension be given to the watchmaker

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who has lost fingers as is given to the general labourer who has lost similar fingers? I should like to place on record my view that there should be in this country no weighing of pensions for professional mutilation—

By Mr. Nesbitt:

Q. That is the system we are following out?—A. Yes.

By Mr. Redman:

Q. Are there not very great difficulties in carrying out the other proposition?—

A. I think it is absolutely impossible of administration in Canada, and I think it to be undesirable for other reasons.

By Mr. Power:

Q. Has it ever been tried in any other country?—A. Yes, it has been tried, not fully, but partially in Great Britain; but nowhere else. France absolutely refused and the United States refused.

Q. To what extent did they try it in Great Britain?—A. Up to 75 shillings a week.

Q. Basing the award for professional injury on what?—A. On a man's previous earning power.

Q. And it has not been successful?—A. I have no accurate information concerning the success of its application in Great Britain. I know that France considers it an impossible method, and I know that the United States has found it to be so.

Another point: successive Parliamentary Committees have considered whether or not pensions, should be increased, first for allied reservists, *bona fide* Canadiens, who left Canada to fight, either in the British or other allied armies, and then returned disabled, to take up their life again as Canadians in Canada, and, second, for men who have been killed and have left Canadian dependents. Since the object of our pension is to provide maintenance, to bring up healthy Canadians, it seems to me a stultification of our whole theory that Canada should not give to dependents of allied reservists and to allied reservists who are *bona fide* Canadians, a sum sufficient to secure the decent comfort which is considered essential for proper Canadian citizenship.

By Mr. Nesbitt:

Q. You are in favour of the Canadian reservists getting the same as the others?—A. Yes. As a matter of fact, I understand that at the present time the Patriotic Fund continues its allowances to a considerable number of families of allied reservists who are dead or are pensioned by their governments. The figures on that point can be obtained from Mr. Morris. Conversely, since the object of the pension is to secure decent maintenance, I would be in favour of reducing Canadian pensions to people who leave Canada to live in other countries where the cost of living is less, in order that they might enjoy a higher standard of living than they would enjoy if they remained in Canada.

By Mr. Power:

Q. That is to say European countries?—A. I think I would leave it in general terms just as I put it. The value of the dollar of a Canadian pension in such a country would be a matter of investigation and observation.

Q. Your idea is simply to give them a decent maintenance in the country in which they live?—A. Yes.

Q. If a man were to emigrate to the United States, where the standard of living is just as high as it is here, would you be in favour of reducing his pension?—A. I cannot answer your question, because I am not conversant with the cost of living in the United States. Decision in such a matter might be left to the body administering pensions; let it investigate and decide in accordance with the facts.

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By Mr. Andrews:

Q. You would be in favour of continuing the pension so long as they remained in Canada?—A. Absolutely, Sir.

Another point,—I speak under reservation, because I do not know what has happened since I left the Board—at the present time, if a pensioner conducts himself in such a way as to create a public scandal he has still a right to his pension which cannot be broken. I should like to see in the law a provision making it possible for the Board of Pension Commissioners to cancel a pension when the Board is convinced that the conduct of the pensioner constitutes a public scandal.

By Mr. Power:

Q. Would that not be rather difficult of application?—A. It is difficult; but a Board of Pension Commissioners composed of men of great distinction, of men who have won generalships and decorations on the Field—men whose personal standing is quite beyond question, could be trusted to do it. After all, public opinion governs. Public opinion does not countenance the continuance of a pension to a man whose conduct constitutes a public scandal.

Another point,—there has been a good deal of discussion as to whether or not a pension should be paid to a man who re-enlists. A pension act is essentially an insurance act; it ensures maintenance for those who cannot maintain themselves. Therefore, pay and pensions should be mutually exclusive. As soon as a man gets pay from the Government in a compulsory military service, that pension should cease.

By Mr. Redman:

Q. How about vocational training? They get an allowance then. That is rather a live question.—A. My opinion depends upon my understanding of the nature of vocational training. That is;—it is not a gainful occupation; it is something given to a man in order to assist in making good to him a disability which he had incurred. Therefore, it is my opinion that the pension and vocational allowance should not be concurrent. There should be a vocational allowance sufficient to maintain the man's dependents, and naturally himself, at a proper standard while vocational training is being received. There is no object, consequently, in giving a pension; you would merely be giving a man two sums of money to secure the same thing, that is, his maintenance. If he is decently maintained while he is receiving vocational training, he does not need a pension. If he is not being decently maintained, then something is wrong with the vocational training allowance.

By Mr. Nesbitt:

Q. You think that should be increased?—A. If such a situation exists.

By Mr. Power:

Q. Come back to the question of re-enlistment. It is not of very great importance now, because there will not be very many re-enlistments, but why should a man who re-enlists in the army for a dollar ten a day not get a pension, while another man may have a position in civil life and be earning three dollars a day and yet he would get a pension.—A. It is a hard question to answer, as regards voluntary enlistment. Under compulsory service—I am always speaking of compulsory service—it is quite clear. I think that all military and naval service other than peace-time service, should be compulsory. In peace-time instructional and police service, the pension of permanent forces are on a different basis.

By the Chairman:

Q. Do I understand that you are prepared to go the length of saying that if a man is maintaining himself decently his pension should cease? You do not go that length surely?—A. Oh, no.

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The next point—it has been alluded to already this morning,—is the equalization of pensions. I am convinced that pensions should be equal for all ranks. Since large numbers of men went to the front under the promise that they would get pensions of certain amounts, these promises should be kept; they are contracts. But in future I should like to see a Canadian pension law which would give equal benefits for equal disabilities to all ranks.

By Mr. Power:

Q. Does that mean for another war? It does not refer to pensions for soldiers coming back from this war?—A. Under the various Orders in Council which existed when men enlisted, promises were made, I think those promises should be kept.

By Mr. Sutherland:

Q. The rate of pension has been very much increased since most of those men went over. Would you adhere to the scale of pensions which was in force when they enlisted, or to the present scale?—A. I would give the increase because the men were in service at the time they were authorized.

By Mr. Power:

Q. What would you think of this suggestion, that pensions should remain as they are, that is, that different ranks would get different pensions, but that any person in civilian occupation earning, say, \$1,500 or \$2,000, or \$1,000—the man earning a fair wage,—should get no pension as long as he was earning that amount of money, so that his pension would go to swell the lower ones? It is a suggestion to get away from the difficulty of equalizing all pensions.

Mr. NESBITT: We could not do that.

WITNESS: I agree with Mr. Nesbitt; it would not be advisable.

By Mr. Andrews:

Q. There seems to be a very general desire all over Canada that these pensions should be equalized. Can you make any suggestion as to how that can be done?—A. I do not think it can be done. I think we must adhere to the promises made. • Men went over voluntarily under a definite promise, arranged their affairs under that promise. That promise must be kept; the men are dead. I do not think we can make any alteration in things accomplished; we can only plan for the future.

By Mr. Redman:

Q. Suppose you leave the question of pensions for death out of the question and refer to disability pensions.—A. I think the argument holds there also.

By Mr. Andrews:

Q. I am personally looking for some knowledge as to how it could be done.—A. My vote would always be against reduction for men who went under a definite promise.

By Mr. Power:

Q. A large number of men now drawing officers' pensions went over as privates, and there was no definite promise made to them. The only promise was that they would obtain a private's pension in the event of being disabled.—A. Do you think any man went over there thinking he was going to be a private all the time? Most men who went overseas as privates hoped to be promoted.

Another point; at the present time there is a very general provision touching hardship cases, in a recent pension order in council. I should like the pension law to be made as precise as possible in its provisions. While I think the pension commissioners should have power to recommend to council, in certain cases, that hardship does exist and a special allowance should be given. I think that the necessity for using

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that power should be made as small as possible; in other words, the application of the hardship clause should be codified and made law as quickly and as completely as possible.

By Mr. Nesbitt:

Q. That is you mean what comes under hardships—A. Quite so, sir. For example, at the present time I understand that if an invalid sister who is thirty loses, through death at the front, the brother who has always supported her for twenty or more years, she can only get a pension under the hardship clause. I think it should be definite, that where dependency can be proven by adult sisters or brothers they are pensionable. Another general class of cases which at present can only be alleviated under the hardship clause is that where marriage has been contracted subsequent to disablement. At the present time, if a decent young fellow has lost his leg, leaves the hospital with, perhaps, a little sinus, at the end of the stump, gets married, things run along alright for a year, but he has to go back into the hospital then to have a splint taken from the end of the bone; while there he gets blood poisoning and he dies. His wife and children get no pension. That is not right.

By Mr. Redman:

Q. You would draw the line at discharge?—A. I would not draw any line. Pension is essentially a war risk insurance manoeuvre. Every man who is under personal detriment resulting from his service ought to be compensated for it.

By Mr. Nesbitt:

Q. Right there you mean to say that if the death was really directly or indirectly, caused through service? In the case of the man you have mentioned it would be caused directly by his service. If married subsequent to discharge and the cause of death can be traced directly to his service, then the family should be pensioned?—A. Quite right, sir.

Q. But if his death were caused by ordinary disease such as influenza, what about it?—A. That is a personal risk of the man in no way consequent on or dependent upon the war.

Q. There would have to be some check upon designing women who would marry men for the purpose of getting pension?—A. Quite so, there must be some provision safeguarding that.

By Mr. Brien:

Q. Take the case of a man who has died not as the result of an operation and who leaves a wife and family, is not his case practically just the same, so far as the circumstances of hardship are concerned as that of the man who went into the hospital and had an amputation?—A. The hardships may be identical, but the cause is different. In the one case it is the result of war, and in the other case it is the ordinary risk of the individual.

By Mr. Sutherland:

Q. One man might be married subsequent to discharge and the other man might be married before discharge and both of them might have died in a short time and the family of the one would receive a pension and that of the other would not; that would be an injustice, even although in neither case was the death attributable to service?—A. I beg your pardon, in one case it is and in the other it is not.

Q. It might not be: a pensioner might die not as a result of the injuries he had received. In that case his family would receive a pension, would they not?—A. Mr. Archibald will explain that.

* Mr. ARCHIBALD: If a man who is discharged died, not as a result of service, his widow will not get any pension, no matter whether she was married previous or not

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to his disability. It is only while he is on service that it makes no difference whether his death is due to service or not, whether the widow will get pension. After he is discharged the death must be due to service, otherwise the widow will not get pension.

By Mr. Power:

Q. Will it not happen that during the next twenty years doctors will certify that a large number of deaths have been due to service?—A. Some doctors may. They will be paid to do it. All this is a strong argument in favour of extending our pensions Act as has been done in the United States, and to add to it a measure of insurance protection. Then you would not impose upon your pensioning authority the duty of distinguishing in cases of this sort whether or not death or disablement was dependent upon disabilities incurred in the war.

By Mr. Lang:

Q. What is your opinion in regard to dependents and partial dependents?—A. In what connection.

Q. In regard to the pension?—A. I am afraid I do not understand your question.

Q. For instance, a mother has two married sons who go to the front, the wife draws the pension and the mother is left penniless?—A. That is a very difficult question to answer. The responsibility of sons towards their parents varies greatly in different provinces. In some provinces it is a legal obligation on every son to provide for the support of his parents. In other provinces it is not a legal obligation. In the provinces where it is a legal obligation I think we could take measures to force the son who survives to bear a due part in supporting his parent. In other provinces there is no machinery by which it can be done. In practice, while I was on the Board of Commissioners, what we did was to investigate every case, and if necessity existed we gave up to the full amount.

By Mr. Redman:

Q. In addition to the wife's pension?—A. That is another point.

By Mr. Lang:

Q. That is what I meant?—A. If a wife and children already existed?

Q. Yes?—A. I misunderstood you. I am of the opinion that parents should get pensions in addition to the wife and child, but that then there should be a maximum of pensionability; that is the maximum of all pensions issuable in respect of a single sailor or soldier ought to be limited.

By Mr. Green:

Q. And divided among the dependents?—A. Yes, exactly. Each individual case would have to be examined. The amount of the maximum is pretty well indicated by what I said at the commencement of my statement, that the standard of living which should be maintained is that which a healthy man can get in the labour market; it is common experience that such a man can support his own mother in addition to his wife and children.

By Mr. Cronyn:

Q. We would have to recast 22c of the present regulations, which distinctly prevents the parent in certain cases getting a pension?—A. Yes.

Q. Would you bring it under the case of hardship mentioned in the final section?—A. I would prefer to see as little as possible left to the Board of Pension Commissioners under that special hardship clause. I should like to see the application of that hardship clause codified as far as it is possible to do so.

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Mr. CRONYN: I brought to the attention of the board a case of real hardship which fell directly under the provisions of that section, and they were not prepared to recommend it to the Governor in Council as one of special hardship. Other cases are coming up. The matter is of some importance to a number of people.

The WITNESS: Before we leave the question of marriage subsequent to disability, I should like to say that I believe a considerable number of men enlisted under pensions regulations which did provide pension in case of death to a wife married subsequent to the incurrence of disability.

The CHAIRMAN: Did I understand Mr. Archibald to say that when a member of the force dies after discharge and subsequent to pension being granted that his widow in all cases gets no pension unless the man died as a result of his disability?

Mr. ARCHIBALD: No, I did not complete what I should have said. I should have stated that when a man was pensioned in class 1 to 5—that is, 80 per cent to 100 per cent disabled—the widow will get a pension, no matter whether the death was due to service or not, provided she was married to the man before the disability occurred. A woman occupying the position of a wife is always considered to be a wife.

The WITNESS: The next point is this: I understand that at the present time if a man unreasonably refuses to accept treatment the Board of Pension Commissioners can only reduce his pension 50 per cent; they have no power to cancel it.

By the Chairman:

Q. You are not correct as to that. The law is the other way. They have absolute power to cut it off altogether.—A. Then it has been changed since I left the board.

By Mr. Brien:

Q. Do you believe in cutting it off entirely?—A. If the Board of Pension Commissioners think it should be cut off.

Q. Would the board act on the advice of a special medical board?—A. The Board of Pension Commissioners have the responsibility of obtaining and exhausting information from every source before they make any decision.

Q. Take the case of a man who has an injury to the nerves, causing a certain amount of paralysis. He knows of a friend of his who had an operation performed, the result of which was to put him in a worse position than he was in before the operation, and he refuses to have the operation performed. The board claims that the operation will be successful and that it would make him a hundred per cent. He refuses to have the operation performed because he is afraid it will not benefit him. Should that man's pension be refused?—A. The answer is, certainly not, because you are putting a case where the Board of Pension Commissioners would not consider refusal to be unreasonable. The best example I know of is this—it is an actual case: A man had some stiffness in his knee. He absolutely refused to have the knee operated on in order to have adhesions broken down. It would have meant perhaps two minutes of chloroform. One dark night, after spending an evening with friends, he tried to walk down a narrow stairway. He slipped, fell, and wrenched his knee; but he got up with a perfectly healthy knee. That man refused an operation unreasonably, as I think, and he should have had no pension.

Q. Should those cases not be referred to a special board, and not be left to the ordinary board to say whether the case is a reasonable one or not?—A. I do not know what you mean by "special board." I would like to reiterate; it is the responsibility of the Board of Pension Commissioners to exhaust every source of information before a decision is made. If the commissioners make a decision in such a case without getting all the specialists' advice and instruction that is necessary, then they are guilty of maladministration.

Q. That is the answer I want?—A. That is my opinion.

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By the Chairman:

Q. In the event of the man absolutely refusing treatment you would cut off his pension?—A. Yes.

Q. What provision would you make to take care of his wife and children?—A. That is a sound question. I think that they ought to be looked after.

Q. Then indirectly you would not cut off his pension?—A. I see the point; it is well taken.

Q. I thought you would be driven to that if you took the position that social considerations should have an influence?—A. Quite so.

By Hon. Mr. Béland:

Q. It comes to the same thing; the pension is maintained in all cases?—A. In the first case, the soldier who refuses treatment has not the control of any pension paid for his dependents.

Another point: I think that there should be a definite Pensions Act. That, of course, you are working towards.

Another point: I would like to see an educational allowance of some sort provided. At the present time, the pension for children ends when girls are seventeen and boys sixteen. I should like to see it made possible for the Board of Pension Commissioners to continue that pension where it is considered advisable to assist bright young men and women to get a better education than they would otherwise obtain. In many instances, it would make the difference between a boy going through a technical school or college when he is able to turn such education to advantage. Often such a boy will have to give up a scholarship, whereas if there was the pension to assist him he would be able to take advantage of it.

By Mr. Devlin:

Q. That is an excellent idea. How would you draw the distinction?—A. Again, I think you would have to leave it to your Pensions Board. Those receiving the educational allowance would be exceptional children. The Board would have to make sure that the boys or girls who were receiving it were taking a full course of instruction in some recognized institution, university or technical school. The head of the institution would be responsible for informing the Pension Commissioners whether or not the child was following the instruction properly and profitably.

By Mr. Brien:

Q. Would there not be a tendency towards class distinction there?—A. Brains don't belong to any class.

Q. If a boy is able to win a scholarship and is bright, could he not get out during his holidays and earn enough to carry him through college or technical school?—A. I beg your pardon, Sir: I am at a university where I have handled a small sum for assisting young men. There are every year at McGill a certain number of young men who are putting themselves through college, and who require only two hundred dollars or three hundred dollars more than they have to keep them at college; if they cannot get the money they must go out for another year to earn enough to put them through the final year or two.

Q. Do you think it is doing them any harm? I know a great many men who have done that. What is the difference between that young man and a young man who is doing farming or struggling along in business?—A. Is Canada not helping the men who are taking farms?

Q. Take the young man who is struggling to establish a business or run a farm; don't you think it would lead to class distinction?—A. I see your point, but the boy who wants education will say to the farmer's son, "If my father had been a farmer, Canada would have lent him several thousand dollars at five per cent and would have given him three hundred and twenty acres of land. My father is a plasterer, or a

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tradesman, and gets no help. Because he is not a farmer, he can't help me, and I can't keep my scholarship at technical school or college. Your father is a farmer and he can help you."

Q. That young man can be trained to earn enough to put him through the same as any other?—A. We are talking about an exceptional boy who ought to receive his technical training and achieve increased usefulness as quickly as possible.

Mr. BRIEN: There would be a tendency towards class distinction.

By Mr. Nesbitt:

Q. You have to bear in mind that there are thousands of men at the head of their profession in this country who worked their way through college?—A. That is true, Sir.

Q. Though they were not the sons of pensioners they had to get out and work in the harvest field, or anywhere at all so as to earn enough to put them through college, and they are leading men in the country to-day.—A. It is because of all you have said that I am advancing this suggestion. There are exceptional men who are working their way through college but this condition exists—I know it exists—that men in the third and fourth years have to give up attending college for a year in order to earn enough money to put themselves through the last year or two. I think it would be worth the whole pension to the country to get these young men out highly specialized and fitted for their technical work two years or a year earlier than would be otherwise possible; that it would be to the advantage of the country to get out a doctor, if he is a good doctor, or a lawyer, if he is a good lawyer, two years earlier than would be possible otherwise, so that he would not have to earn three hundred dollars to put him through the final years.

Q. The theory is good.—A. The practice is good.

Q. I think the fellow who goes out to work his way through college learns to appreciate the value of money, and it helps him throughout his future life.—A. I concur.

By the Chairman:

Q. That is your opinion?—A. Yes, and I concur with everything Mr. Nesbitt says. The next point. At the present time, the Board of Pension Commissioners have no authority to appoint guardians. I do not know enough about the law of the country to know whether it is possible to give the Branch that power; but to do so would be an advantage.

By Mr. Devlin:

Q. What would be your opinion about that?—A. I would like to see the Board of Pension Commissioners given power to appoint guardians, if it were possible to do so, in addition to the power to administer pensions, especially for feeble-minded children, or feeble-minded individuals.

By the Chairman:

Q. When you use the expression "appoint guardians", do you mean for all purposes, or only for the purpose of administering the pension law?—A. For the full control of the pension money.

Q. I think there could be a clause put in the Act giving the Pension Commissioners power to pay the money to some person to administer, but he need not be a guardian of the child; that is what you mean?—A. This situation has arisen; in some of the provinces the commissioners have not been able to get proper reports as to how the pension money was being spent.

Mr. POWER: We already do that in the case of mental defectives in asylums. Is that not so, Mr. Archibald?

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Mr. ARCHIBALD: That is done only in cases of insanity. The law states that we should pay the maintenance of the insane soldier in hospital and save for him the balance of his pension, or if we are paying the wife and children that we should pay them the equivalent at the widow's and children's rate. We have never had any authority to appoint guardians.

By Mr. Power:

Q. You did not go before any local legislature for this power?

Mr. ARCHIBALD: No, we have never had any authority to appoint guardians. All we can do is to pay the maintenance to the local guardian, if there is one, and if there is not one, to pay it in accordance with the Provincial Law. In Ontario, for instance, we pay to the Inspector of Prisons and Public Charities the cost of maintenance of the patient and save the balance. In Quebec we pay to the particular asylum.

Q. Do you not also pay the balance to the Inspector in Ontario?

Mr. ARCHIBALD: No, we retain the balance in case the man gets well.

The VICE-CHAIRMAN: In the province of Ontario the Inspector of Public Charities is the guardian of persons in asylums.

Mr. REDMAN: I think Major Todd's recommendation is a very necessary one.

The VICE-CHAIRMAN: What I understand you to mean is that power should be given to the Board of Pension Commissioners to denominate some person as the administrator of the pension money, is that correct?—A. The Commissioners have that power already, have they not?

Mr. ARCHIBALD: We have that power already, we can appoint an administrator. The only point is that the Board might be given power to go into the courts as representing the children and be given authority to take these children, to remove them from the custody of the people who are not fit to be guardians, and to appoint another guardian. The Dominion Law could give us that much authority.

The VICE-CHAIRMAN: The power the Commissioners have at the present time is this (reads):

The Commission shall have power to entrust to a reputable person for administration the pension or other grant to any pensioner or beneficiary when the Commission is satisfied that it is being improvidently expended by the pensioner or beneficiary or that the pensioner or beneficiary is not maintaining the members of his family to whom he owes the duty of maintenance. The expense of such administration, if any, shall be born by the Crown.

Mr. ARCHIBALD: In Toronto an orphan child was under the guardianship of a woman of rather bad character. This woman had been legally appointed by the courts as the guardian of the child. The child who was about thirteen years of age came down to our office in Toronto and complained that her foster mother continuously beat her and there were also other complaints regarding the morality of the foster mother. Our Toronto Officer was very much exercised by the fact and wrote to us to know what he could do. We told him he had better refer the case to the Children's Aid Society, but the Society would not do anything. Finally we managed to get sufficient evidence to lay a complaint against this woman for beating the child and, although we had no power whatever, to be represented in the courts in any way, nevertheless we sent Mr. Smith, a lawyer on the Board, down to Toronto, and he ran the case and got this woman sentenced to six months in jail for beating the child. Thereupon application was made to the Surrogate Court for the appointment of another guardian, and a new appointment was made. We went to quite an expenditure in that case, which expenditure has been borne by somebody else entirely, but we happen to have all the facts and a lot of other information which enabled us to get a new guardian appointed. We have a large number of cases in which the guardians who have been appointed are no good and the guardianship should be discontinued and would be if the Board

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of Pension Commissioners were given some legal status in the courts. I think the Dominion naturally should give them some legal status so that we could go into the courts at any time when necessary and lay the facts before the courts and have the guardianship changed.

By the Chairman:

Q. Are there not official guardians in the other provinces for children the same as in the province of Ontario?

Mr. DEVLIN: No, there is no official guardian in Quebec.

Mr. ARCHIBALD: And in any case the official guardian only has jurisdiction so long as no other guardian is appointed. In this particular case to which I have referred this woman was the appointed guardian: she was letting the child run around in rags although she was getting \$12 a month to look after the child and she could not have expended more than \$5 per month on the child from the condition in which the child was found.

The CHAIRMAN: I think if you had directed the attention of the official guardian to the matter it would have been attended to.

Mr. ARCHIBALD: All we can do is to refuse to pay to the guardian in such cases.

Mr. REDMAN: Can we not make regulations directing that the Pension Board may pay the pension to anyone they may desire, without going into the question of guardianship or anything else.

The VICE-CHAIRMAN: But Mr. Archibald raises the further point that the Pension Commissioners have no right to take the child from the legally appointed guardian.

(Debate followed).

By Hon. Mr. Bédard:

Q. What do you want further than the authority which is contained in the present regulations?—A. Here was a child in this case who was being ill-used by the legal guardian; it was possible under the regulations to divert the payment of the money, but it was not possible to divert the guardianship of the child from the legal guardian, neither did the Board of Pension Commissioners have any status which gave them power to implement that trusteeship which the Board must feel towards any child of a dead soldier who receives a pension. I know nothing of legal phrasing, but if it were possible to give the Board of Pension Commissioners a status as a guardian or trustee towards such children, by which it would be taking, as it were, the place of the dead parent it would be of great advantage.

Mr. REDMAN: I would not trust any Board with that power.

Mr. ROSS: Here is another case that Mr. Archibald has in hand in Quebec.

Mr. ARCHIBALD: It is the case of a child in Quebec that is being brought up in a disorderly house. The child is about five years of age, and the guardian of that child is the woman who runs the disorderly house.

Mr. DEVLIN: That is a very exceptional case.

WITNESS: Would it not be advisable that the law should provide, that in cases of this sort the Commissioners should take such measures as might be necessary, under the laws of the various provinces, to secure the proper administration of Provincial law with respect to guardianship.

Q. That is all right, but that would not give him any more status before the courts.—A. I do not know that the Board of Pension Commissioners was justified in spending the money necessary to get this case in Toronto righted?

Q. Mr. Nickle spoke of Mr. Harcourt, where he would have taken the case up?—A. Was he not spoken of?

[Major Todd.]

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Mr. ARCHIBAD: I do not know.

Mr. CRONYN: He is simply guardian of the estate.

The CHAIRMAN: He would be guardian of the estate to that extent, that when only \$5 of this \$12 for the child's benefit was spent, he would have authority to look into it. I will take this matter up with Mr. Gisborne.

The WITNESS: The next point is the whole question of what we may call insurance. In its essence, our Pensions Act is a war risk insurance. Mr. Sutherland alluded to hardships that will exist under the normal risk of accidents after discharge for men who have been disabled and for men who have not been disabled. And Mr. Power alluded to the difficulty under which doctors will work in deciding whether or not a particular sickness or death was or was not dependent upon injury or illness contracted during enlistment. We may roughly divide post-service insurance into two classes: insurance against accidents and insurance against recurrence of ailments. A man disabled is much more likely to meet with an accident than one who is not. A man who loses one eye is much more likely to have the other eye put out than the man who has two eyes. With regard to insurance against illness, a man who has had bronchitis overseas will have a tendency towards bronchitis for some time,—similarly with rheumatism, and other ailments. It is going to be excessively difficult to determine to stress of war conditions in men who become ill from time to time after their discharge. I think it would be well if these risks were met by a comprehensive Insurance Act, which would be open not only to disabled men but also to men who are not disabled. Those who are not disabled will pay for the insurance.

By the Chairman:

Q. That is really sickness insurance?—A. Yes, there is sickness insurance and accident insurance. Workmen's compensation is a form of accident insurance. One case occurred while I was on the Board of Pension Commissioners, of a man who was refused a job in a saw-mill because his hand was off. The manager did not want him around the place. Before the war, the Grand Trunk Railway refused to engage disabled men; it was not good business to do so. Now, Great Britain, France, and Italy all have comprehensive measures by which the governments bear any increased cost of workmen's compensation insurance for disabled soldiers. A similar provision should be made in this country.

By Mr. Power:

Q. If I understand the workmen's compensation insurance aright the employer puts so much on his pay roll for the number of men employed, so that the fact that he would have three or four or five or six disabled men, men without an arm or a leg, would not increase his premium on compensation insurance?—A. It may not at once increase his individual premium, but it adds to the risk of injury.

Q. How would you arrange matters to pay the extra premium?—A. Excuse me, there will be none to the individual, but there will be to the industry.

By Mr. Nesbitt:

Q. You propose to pay the difference in the premiums?—A. Yes. There is a very interesting report by Lord Peel's Committee on this question in Great Britain. His committee has canvassed the whole situation very thoroughly. It makes a reference which is the essence just what Mr. Nesbitt has said: that the Government should bear the increased cost.

Mr. POWER: I maintain that as a rule there is no such thing.

Mr. CRONYN: I understand the Department of Insurance has in contemplation a general insurance Act for soldiers. I have not been able to find out anything definite as to its provisions. Perhaps the committee could obtain some information.

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The WITNESS: If that is the case I feel strongly that any insurance act for soldiers must be considered together with any pensions Act. It is essential that the Parliamentary Committee reporting upon the one should report upon the other.

By Mr. Ross:

Q. You have not any idea what the expense would be to the country?—A. I did not figure it out on the basis of the British estimate, but I would not like to be quoted as giving a figure. If you are interested in the matter, see Lord Peel's report. It is a confidential document. That exhausts the particular points of pension laws that I wanted to bring up. I should like to speak, if I may, concerning some matters of pension administration.

By Mr. Power:

Q. Before we leave the insurance, you would favour what they call the sub-standard risk: that is to say a man who has something wrong with his limbs cannot obtain insurance at the rates?—A. Up to limited amounts, yes. The same idea runs through all pension laws; that is the standard we are trying to get for pensions is that of "decent comfort."

Q. On what theory do you approve of insurance being granted to men who cannot pass the physical examination? These men may pass into the service as physically fit, but they cannot pass an insurance examination now. Do you base this proposition on the theory that the Government is assuming responsibility for the physical deterioration of the man while on service?—A. That is it.

I should like to say something concerning the administration of pensions. The Pension Commissioners must have a good staff if they are to do their work well. The civil service has been considerate. We have worked together cordially in obtaining staff. There should be a greater number of well-paid positions on the Board of Pension Commissioners, I mean of something more than five thousand dollars a year. I should like to see an increasing number of well-educated women on the staff of the Board of Pension Commissioners.

The Board of Pension Commissioners has suffered in the past from inadequate housing. I am very strongly of opinion that the administrations of pensions and of the other activities connected with returned soldiers can only be carried on under grave inconvenience as long as they are housed in different buildings. They should be together in one building. It is essential that the records should be in that building. The amount of copying of documents that has gone on during the war is simply inconceivable, and it will continue unless proper housing is afforded.

By Mr. Ross:

Q. You mean unnecessary copying of documents?—A. Avoidable; I think that additional copying could be avoided by housing the various bodies concerned with returned soldiers in one building and by putting the records in that building.

By Mr. McCurdy:

Q. You mean that the original records, the attestation papers, and so on, should be in the possession of the Pension Board.—A. It is unimportant who has charge of the documents so long as they are together and readily obtainable. All documents should be together in one place where they would be easily accessible to every authority which has jurisdiction over any aspect of the returned soldiers' question.

By Mr. Power:

Q. In that case, you would have the Soldiers' Civil Re-establishment Department, the Pensions Board, etc., in the Militia Offices, because it is there as a rule that the soldiers' records remain?—A. Or we could have the records in another building. The Militia Department is not very much concerned in documents after a man is discharged.

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Q. I am afraid the Militia Department would not like to get rid of these documents. Another point—every pension decision made by the Board of Pension Commissioners should be double checked. As was brought out at your meetings last year, the board was in the habit of making a decision, in some instances, on one signature. To do so was right at the time. In future, I should like to see every authoritative decision checked. No pension should be refused, or granted, without the concurrence of two distinct individuals. It is unimportant whether both are at headquarters or whether one is at headquarters and the other at the residence of the pensioner. It is important in every instance that the power of vetoing a decision made locally should always be retained by the head at Ottawa; the experience of the United States, of Great Britain and of France, as well as our own experience in Canada, makes this certain.

Another point. In order to secure proper pension administration, it is necessary that local pension offices should have considerable power of recommendation. In Great Britain, the local pension committees give that personal touch which is so necessary for the proper administration of the many activities affecting returned soldiers and their dependents. During the war the patriotic fund did much to supply that personal factor, and did so, on the whole, extremely well. The patriotic fund goes out of existence. There are official visitors of the Board of Pension Commissioners, they will always be necessary; but I think that something in addition is necessary. In every community there should be a group of persons of consideration and standing who are interested in returned men, and who will provide that personal touch which is necessary if returned soldiers and their dependents are to be properly looked after.

By Mr. Devlin:

Q. Would you suggest local committees, or a travelling committee?—A. They must be local residents.

By Mr. McCurdy:

Q. Outside of the departmental staff?—A. Yes.

By Mr. Cronyn:

Q. Purely voluntary committees?—A. Yes. Please do not understand me as saying anything against the Pension Board's visitors; they are absolutely essential. There are local pension committees in England. In the United States the Red Cross is handling a similar work. They are doing what is called social service work. They are going into the different communities, into every little village; social service work demands trained workers. Something of the sort is necessary in this country.

By Mr. Power:

Q. I understand that the Great War Veterans have pension committees in most towns?—A. Yes; also there are churches and the Salvation Army. The report of the Repatriation Committee shows the numbers of bodies there are in this country who are doing work of that sort; but I think it is necessary to have some co-ordinating body looking after the whole thing.

By Mr. Ross:

Q. You have a local Board of Pensions. Take my district, for instance; in London you have a staff, a local staff?—A. Surely.

Q. Is that not enough? Do you want that supplemented? In the event of a pensioner or a dependent needing assistance, or wanting an opinion about the pensioner or dependent, he or she goes to the local staff. From Strathroy, for instance, we go to London to find what the facts are.—A. Do soldiers and their dependents not go to you and ask you questions?

Q. Not very often; I am not much troubled that way.—A. This is the situation: If the Board of Pension Commissioners' local officer is a good man he will have his
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local committee; he will have worked up associations with those who can help. He goes to them and says: "Has this man a good job?" "Is this child happy?" and so on. If the officer is a good one, he will know persons who can answer these questions and will help him to deal with them. But I would like not to leave it to the initiative of a good officer, but establish definite machinery for the purpose of giving "social service" whenever it is needed.

Q. That would be an entirely voluntary organization, as Mr. Cronyn says?—A. It might be necessary to have paid workers. Let us take a case of this sort: it was a case in Montreal. The board got bad reports, and our visitor went to investigate. He found two women living with a pensioner. They were drinking and the children were not being properly looked after. There was a household where more than one visit in a fortnight was necessary. What was wanted was a visiting housekeeper to go into that house and show the wife how to keep the house, to stay with her and show her how to do housework. Again, there are many families of this sort; a pension is not enough; the family cannot live on it. Why? Because the wife does not know how to buy. She buys canned goods instead of staples; expensive things instead of cheap ones. She does not know how to shop. She needs somebody to show her how to do these things, so that the pension will give the home comfort which it can.

By the Chairman:

Q. Is that not social service?—A. It is.

Q. Does it not bring us to the problem which the Repatriation Committee has recently had under advisement with the Red Cross and the representatives of other philanthropic and benevolent organizations, and also the matter which comes before the Patriotic Fund at its next meeting, notice of which has been recently given?—A. Perhaps this matter will be dealt with by those bodies.

Q. I think they are all working on it now, trying to co-ordinate the various organizations for the purpose of looking after returned soldiers and their dependents after the war is over.—A. Good.

Another point,—There is an inevitable tendency on the part of all bodies dealing with the returned soldiers to establish special services such as a special medical service. I do not want to go into a long discussion on this matter; but I would like to say that I am strongly against special medical services being established. I think, so far as possible, that the medical profession as a whole should be used.

The next point. I think it essential that the Board of Pension Commissioners should keep very careful statistics. The problem of proper pensioning is changing always. It can never be permanently fixed and it is only by constant observation of what is going on that we can know whether pensions are achieving their purpose.

By Mr. Brien:

Q. Go back to the point of medical attendance. The I S. C. have doctors appointed now in different centres all over the country, probably not in every county, but in several counties and cities. Would you advise doing away with these doctors?

A. I am not sufficiently conversant with the situation. I said a tendency, Sir, if it were proposed to establish a medical service all over the country for the next twenty years, for pensioners alone, I would be against it. I would merely repeat, there is a tendency towards the establishment of a special medical service for pensioners and their dependents; I think it would be a mistake to allow any such service to become permanent. I think that the medical profession, as a whole, should be used.

Q. You would not advise that it should go into effect at once?—A. No, Sir.

It is necessary that the Board of Pension Commissioners should maintain statistics; it should follow up every man, and see whether or not he is getting along. It is necessary that we should have accurate knowledge concerning their employment, that we should know what the men are doing. Let me give two instances, of two epileptics; both of these men are pensioners. One of them is the guardian of a swing bridge

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and the other is a locomotive engineer. Those are the jobs they are holding. It is essential for the advantage of the pensioners themselves that the Board of Pension Commissioners should follow them up and have accurate knowledge concerning their employment. It is only by knowing that a man is holding his job successfully that the Board of Pension Commissioners can say that the man's pension is sufficient. The Board of Pension Commissioners must keep statistics in order to be in a position to advise parliamentary committees and the government concerning pension policy. The Board is most intimately in touch with pension and gratuity problems. It has the experience which ought invariably to be consulted by the Government before any pension measure becomes law.

That touches upon the question of whether the body administering pension should be a Ministry or whether it should be a commission. My opinion is that the administration of pensions should be in the hands of a distinguished commission of three individuals; men who have seen active service who won their reputation in war; that they should receive salaries commensurate with the importance of their position; \$5,000 is not commensurate with a responsibility disbursing \$30,000,000 a year. They should be removable only on a joint address of both Houses of Parliament, that, I think, was one of Mr. Nickle's suggestions. No measure, as I said, a moment ago, should be made law without the Board of Pension Commissioners having had an opportunity of expressing its opinion. This is a question affecting, intimately by a large and very powerful group of Canadian citizens. Great pressure will be brought to bear upon busy Ministers and members, inevitably so; a pressure which may result in a decision being taken more rapidly than, perhaps, might be justified by a full consideration of the question. It is the Pension Commissioners who ought to know more about pensions than any other individuals; therefore they ought to have an opportunity of making their opinion heard. Might it be possible to say that any suggested change in the pension law should be laid upon the table of the House, and that it should be the duty of the Board of Pension Commissioners to make a report on that suggestion before it was passed upon by the House?

Mr. NESBITT: In short you think that before any change is made in the pension regulations the Pension Commissioners should be consulted and required to give their views in regard to the change.

An Hon. MEMBER: They do that now.

The WITNESS: Excuse me, one particular law was passed before the Board of Pension Commissioners knew anything about it. From what I have said it is quite evident that I look upon pensions merely as one part of social insurance; it is war risk insurance. I think that the Board of Pension Commissioners should have under its administration all pensioning activities of the Government, that it should have the 1885, the general pensions and the Halifax disaster pensions, all these should come under the jurisdiction of one body. The Board of Pension Commissioners should be the administrators of all governmental personal insurance activities—civil, naval and military.

By Mr. Cronyn:

Q. Was Major Todd asked his view of pensions as to 10 per cent disability and below? The opinion has been freely expressed all over the country that we should never pay as low as \$2.50 to any man.—A. The point is this: a man will ask "Is my finger off or is it not?" And if we say it is off, he immediately asks, "Do I get a pension or do I not?" If you do not give him less than 10 per cent pension of course he does not get a pension and he at once says, "Why don't I get something. My finger is off?" I think that the difficulty can be met through Government annuity system. We might say to the man, "\$2.50 or \$5 per month is nothing to you, if you get it you will waste it, let the Government keep it until you are 50 or 60 years of age and then you will have something worth while?"

Q. Turn it into a gratuity?—A. In other words turn it into a gratuity at terms.
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The VICE-CHAIRMAN: Where they did get it there was the greatest possible objection raised, they did not want a gratuity but a continued recognition of their disability—A. That was so.

By Mr. Cronyn: ..

Q. Was the question asked about the wisdom of entertaining the suggestion to permit a commutation of pension? A statement has been made that that can be done in Britain?—A. Yes, it can be done. I am against it, for this reason; it premises the approval of the commutation by the Government. The reason for which the commutation is sought is that capital so obtained may be invested in some venture. If that investment is not a successful one then the pensioner who has lost his pension says "Here, there was a premise that you approved of this venture. Therefore you share the risk, so pay up again."

Committee adjourned until Thursday, March 27, at 11 o'clock.

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HOUSE OF COMMONS, OTTAWA.

COMMITTEE ROOM 318,

THURSDAY, March 27, 1919.

The Special Committee appointed to consider the Question of Pensions and Pension Regulations met at 11 a.m., the Hon. Mr. Rowell, presiding.

Members present: Messieurs Andrews, Béland, Bonnell, Brien, Cronyn, Devlin, Green, Nesbitt, Nickle, Pardee, Power, Redman, Rowell and Savard—14.

The following communications were read and ordered to be placed on record:—

AURORA, ONTARIO.

MARCH 19, 1919.

Hon. Mr. ROWELL.

DEAR SIR,—I am a Presbyterian Minister's widow and also the widow of a private soldier. My husband was Rev. H. H. Allen of this town. He enlisted as a private in the 81st Battalion. My pension number is 5431.

It is not for myself that I write, but could you in this present investigation of pensions consider the extending of the age limit for children, for those children at any rate who want an education.

I have but one child, a little girl who will soon be ready for High School. I do not see how even High School fees are to be paid out of what she and I draw each month \$48. And a University course which we want and which she surely would have had, had her father not given his life for his country, is entirely unobtainable.

I have in addition to my \$48 a month, \$150 a year interest from a Life Insurance Policy invested in the First War Loan. This is my sole income; I receive nothing from our church. In my husband's lifetime a house was provided for us; I have now rent to pay.

Surely it is not right that children should be deprived of their right to the best education their country can give them because their fathers are not alive to provide it for them.

It would be a great load off my heart if I felt that my little girl's education would not have to be curtailed.

Trusting that you will take this matter into your serious consideration,

I am yours,

HANNAH C. ALLEN.

Mrs. H. H. ALLEN.

Box 195,

Aurora, Ont.

BIKERDIKE, ALTA.,

March 17, 1919.

"Hon. N. W. ROWELL.
Ottawa.

DEAR SIR,—I write you to find out if Canadians who joined Imperial units here in Canada and served overseas are entitled to the same benefits as those who served with Canadian units.

I, being unable to join a Canadian unit, joined the Royal Engineers in Edmonton and was knocked out while on active service in France and was discharged totally disabled on June 19, 1918. Have been re-examined by the pen-

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sion board doctors about a month ago and was again awarded a total disability pension. But as you no doubt are aware the British pension is very small being \$26.40 per month and you will agree with me that this sum is not nearly enough for a man to live on if he were single but I am a married man and my wife is not enjoying good health.

No doubt the Canadian Government gave the British authorities permission to recruit here for the Royal Engineers and it surely is up to our Government to look after any of us fellows who came back disabled.

I am a Canadian, born near Toronto where my parents still live and consider that I am entitled to all gratuities, pensions, etc., that the boys who served in Canadian units are.

In my condition, Mr. Rowell, I cannot benefit by any of the offers of our Government the same as able bodied men who were more fortunate than myself and are in a position to accept a loan from the Government and take up land, etc. I made application but was refused on account of my disability.

I assure you, sir, that you will be doing me a great favour if you will advise me with regard to what benefits I will be entitled to. I am sure you will appreciate how I am getting on with such a small pension, it is not living it is a poor existence and surely a man broken for life while serving his country is worthy of better treatment.

I have not mentioned my case to the G. W. V. A. nor do I intend to, as I don't want anyone to plead my case for me.

I did not have to go to the war but went in the cause of humanity and would do the same again as I have no regrets.

I am, yours sincerely,

FRANK W. MALLETTE."

The CHAIRMAN: His contention is that already raised, that Canadians who served in Imperial units should be entitled to receive the same pensions as Canadians who served in Canadian units.

Mr. NESBITT: That is already on the record.

The CHAIRMAN: Then we have a letter from Mr. Arthur H. L. Hair, from Montreal, in connection with the soldiers Military Cemeteries, and asking that their association have the opportunity to appear before the committee if we take up that matter.

LT. COL. G. F. McFARLAND: Examined.

By the Chairman:

Q. What is your position and what has been your service?—A. I am Acting-Judge Advocate General. As to my services, I raised, recruited and commanded the 147th Battalion, took it overseas, and, along with two others, my battalion formed the 8th Reserve Battalion in the re-organization in England at the end of 1916, and I commanded the 8th Reserve Battalion until June, 1917, when I reverted to the rank of Major, and proceeded to France as second in command of the 4th C.M.R. I served in that capacity till the 16th August, 1918, when I was recalled to England to take a staff course. Instead of taking the staff course, I was recalled to Canada, and now I am on the Headquarters Staff. The question I have been asked to bring up is that of the pensions of officers and non-commissioned officers who reverted voluntarily to a lower rank in England for the purpose of going to France, and generally the question of reversion as affecting pensions. The present situation with regard to pensions of officers and non-commissioned officers who have reverted is this: In case of death the pension paid is as of the rank which was held by the officer or non-commissioned officer

[Lieut.-Col. G. F. McFarland.]

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from which he reverted. In case of disability it is paid as of the rank he held when the disability was incurred. There seems to be some little confusion with regard to the pension paid, even in the case of death. I have come across very many cases in which the pension is being paid as of the rank held at the time the death occurred.

By Mr. Nesbitt:

Q. That is for death?—A. Yes, I have one case as a matter of fact in connection with an officer in my own original battalion whose widow is being paid a pension as of his rank at the time of his death instead of as of the rank from which he reverted, but that is, I think, contrary to the regulations. No doubt it is probably a matter of routine. However, the point is in regard to disability. As we know, it became necessary for a great many officers and non-commissioned officers, especially during the early days of 1917, either to revert to a lower rank in order to get to France, or else to return to Canada. That occurred not only in the case of officers, but also non-commissioned officers, although non-commissioned officers were not given their choice of coming back to Canada. In their case they arrived in England with their rank of sergeant or sergeant-major, or corporal, whatever it was.

Q. Up to a certain point the pensions are the same?

The CHAIRMAN: That is as between the private and the N.C.O.?—A. I do not know how that affects it, but the point is that these non-commissioned officers were retained in their rank so long as they were needed in England; for instance, in the 8th Reserve Battalion they had to retain a very large instructional corps of qualified N.C.O.'s for the different branches of instruction, because we had sometimes 3,500 men in training to be dispatched in drafts. As quickly as we could, these men we were retaining were replaced by casualties, and then they were reverted to the rank of private and in turn went to France. With regard to the officers, it was, as I say, a voluntary matter, and I can speak from experience in regard to the officers of my own battalion. By authority, they were all told by me that such reversion to go to France would not affect their pension or their separation allowance. Those were the instructions we had from headquarters, and as a matter of fact all the reversions by officers in my battalion were specifically on that understanding. When my own turn came to revert, I was told that definitely by the officer commanding the Shorncliffe area, who is now an adjutant general here, and the form which I signed contained that clause, that neither separation allowance nor pension would be affected. That shortly is the situation.

By Mr. Nesbitt:

Q. I think that was correct at the time you reverted?—A. Yes, I reverted in June, 1917.

Mr. NESBITT: It was last year we put in the new regulations.

The CHAIRMAN: But the new regulation covers something different from this, although it affects this very particularly. As I understood from Mr. Archibald the other day, the Order in Council which was passed relating to officers reverting simply covered the cases of death. That was the understanding of the Pension Board here apparently and Council at the time that the promise made to officers was only in case of death—that their families would receive the same pension as if they had not reverted. Col. McFarland's intimation is that General Mewburn's view of the assurance given to the officers was that pensions would not be affected, and that it would apply to disability as well as to cases of death. That is the contention.

The CHAIRMAN: The rule last year, as I recollect, was that a man gets pension as at the rank he held at the time he was discharged from the service; that might have been higher, or it might have been lower. We changed that to make it as at the rank he held at the time he suffered disability.

By Hon. Mr. Béland:

Q. Have you any idea of the number of officers who have reverted to lower rank in order to get to France?—A. We might perhaps arrive at some rough estimate in

[Lieut.-Col. G. F. McFarland.]

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this way; I should say that the number reverting in my own battalion, that is, the 8th Reserve Battalion would be approximately probably 25 and there would probably be 10 Reserve Battalions.

Q. That would be about 250?—A. That is very roughly speaking.

By Mr. Pardee:

Q. Your whole contention is that if you reverted from Colonel to Major in order to get to France and became entitled to a pension you should get the same pension as if you had been Colonel in France?—A. Precisely. —

Q. That is your contention.—A. Yes, and at the present time if I were disabled I would not, but if I were killed my widow would.

Q. Your widow would get it as of the rank from which you reverted in case of death only.—A. In case of death only.

By Mr. Power:

Q. You agree that the acting rank that the pensioner held at the time of disability should be the governing factor—that it should work both ways.—A. That it should be the same as on his death.

Q. From what I understand you to be advocating it is the opposite to what I am suggesting, your contention is that when a man reverts in order to go to France he should get the pension of the rank from which he reverted.—A. Yes.

Q. Would you advocate giving to the maimed man the pension of the acting-rank which he held at the moment at which he was disabled?—A. Yes, if the acting rank was a higher rank than that from which he reverted.

Witness retired.

Mr. BRYCE M. STEWART, called.

By the Chairman:

Q. What is your position in the Department of Labour?—A. I am Director of the Employment Service of the Department of Labour.

Q. What have you to do with the cost of living?—A. Nothing at all, sir.

Q. Did you, at any time, have anything to do with that?—A. Yes, I did. For about two years I was Editor of the *Labour Gazette*, and the statistics in connection with the Department's work including the price statistics came under my supervision.

Q. At the present time you have not anything to do with it?—A. No, I have been transferred to the employment work.

Q. The Committee were under the impression when you were asked to attend before it that you were in charge of the Cost of Living Branch of the Department of Labour. Is there anything that you think would be of assistance to us on the question of cost of living, the actual expenditure of a workingman's family, which you could give us from your observation?—A. My personal opinion on the matter of pensions is—I know that it is argued against by many people—that an effort should be made to adjust the pension to the wages the soldier received before he went to the war. The pension as it is at present will have to be adjusted from time to time to the cost of living as you have constant fluctuations. The Workman's Compensation Boards of this country take the position, that when the workman receives an injury he should be compensated on the basis of his earnings.

Q. The Committee of the House of Commons decided not to embody that principle in the regulations. The pension is estimated on the earning capacity in the general labour market of the world, that is the general basis. You spoke of the fluctuations in the cost of living. If you endeavour to adjust your pensions according to the cost of living you would not, probably, have any trouble when raising the question, but you would have a great deal of trouble in afterwards reducing it: such action.

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would cause acute dissatisfaction.—A. Quite so, unless you made your advance in the pension as a sort of temporary bonus till the cost of living became normal again, or until it was apparent that the advanced cost of living was a permanent phenomenon.

Q. Have you, in the Department of Labour, made any investigation in any Branch of the Department to ascertain the actual budget of an ordinary workingman's family by which you could determine what it actually cost such a family to live?—A. We did make a small study in this way: we asked a certain number of families to give us a monthly statement of all their expenses and their income. They noted the wages received from Saturday night to Saturday night, what was contributed by working members of the family, as well as the breadwinner and the expenditure paid out from day to day; that was from a selected number of families in various walks of life, but most of them were workingmen's families. It is a struggle to get such information because it is an invasion of private affairs and perhaps we would not have been justified in going to the expenditure necessary to put it across on a large scale. We might be able to take these budgets, such as they are, and make a summary of them which might be of some interest to the committee.

By Mr. Pardee:

Q. From how many families did you get these statements altogether?—A. Not more than a 100 or so.

Q. Have you got those statements classified?—A. By occupations do you mean?

Q. Yes.—A. No, but we could do that. We found it was very hard to keep up that work; they would report for two or three months and then they would get tired of it.

By Mr. Pardee:

Q. Did you obtain statements from all classes of persons?—A. Yes, I remember one case, I think it was that of an engineer whose income was over \$200 in the month; the incomes varied from this down to that of a widow who was earning a living for her family.

Q. Can you for the next meeting give us a classified statement of say 100 names?—A. I would be glad to give the committee a summary of what we have.

By the Chairman:

Q. Then you will have it ready for us at the next meeting on Tuesday?—A. Yes.

Q. Then have you any other information which will enable us to reach an idea of the cost of living for the ordinary working family, and of the average wage being paid in the general labour market at the present time?—A. I will try and answer both these questions in this way, that it is very difficult to speak in terms of averages; you have in Canada a certain number of what we might call fairly distinct costs of living zones. You will have, for instance, in Prince Edward Island a cost in the same budget of probably \$2 per week less than on the mainland, just across in Nova Scotia. You will have differences between British Columbia and Quebec; you will have differences also within the same province; in a mining town like Sydney, N.S., for instance, you will have a much higher cost of living than in an ordinary town and how to adjust all these differences and strike an average is something that one faces with fear and trepidation. The same thing is true of wages. That is why, facing that difficulty so many times, we always come back to the question of adjusting the whole thing to earnings. The Workmen's Compensation Board that we talked about got over that trouble by saying, "We will give the man in question a percentage of his earnings". That solves all those difficulties.

By the Chairman:

Q. Taking the difficulties as they exist at the present time—because we are proceeding on the assumption that that policy may continue—what information can you give us with reference to the rate of wages in the general labour market covering the period of the last three or four years?—A. I do not believe that you will get anybody

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to give evidence before this committee—I will be surprised if you do—who would say that the general average wage is such and such a figure, but you can get people to say that wages have gone up roughly such a percentage, or declined such a percentage, but to say what the definite average wage in the labour market is, it cannot be done. I am afraid I am just talking in generalities and not helping very much. Now, suppose you take a mining town where the men are earning from five to seven dollars a day, as is the case in one part of Alberta.

By Mr. Redman:

Q. Twelve dollars a day?—A. I was told by an Alberta official that the average rate was seven dollars a day. Now, in another part of the province where miners do not constitute a large proportion of the working community, the wages certainly would be much lower. We will say that it was a three-dollar average in one community and seven dollars in the other. That would make ten dollars, and the average would be five dollars, a wage which perhaps no individual workman received. What good is that information?

By the Chairman:

Q. That is not an average, but take manual labour in the cities; have you statistics that will show what the average wage paid to manual labourers has been in the principal cities of Canada for the past four or five years.—A. I will be very glad to have prepared for the committee a summary statement for ten or a dozen cities in Canada, which would indicate approximately for any particular class of labour the wage before the war and the wage as it is to-day.

MR. NESBITT: These pensions are based on the ordinary labour market—not the machinist or miner.

THE CHAIRMAN: That is the reason I ask it in that way.

WITNESS: Quite so. You mean unskilled labour. We can prepare for the committee a statement which would be fairly satisfactory on that point. Let me qualify my statement. The unskilled workman is the hardest to get returns from. The few unskilled unions can tell what their wages are and something can be learned from government contracts and private firms. We can get a statement that would be fairly indicative of the general trend for the last four or five years.

By the Chairman:

Q. Have you that statement prepared, or would you have to go and get it?—A. It would have to be filled in at a few points. I think a week's work would do it.

Q. You have the bulk of it there?—A. Yes.

By Mr. Andrews:

Q. There was a resolution passed recently in Vancouver, in which they bolster up their demands for increases by a statement like this: "These figures are secured from the Government's own publications." From what one has heard here, the Labour Department is not at the present time prepared to give a statement of that kind. The labour people are giving it?—A. The *Labour Gazette* published statements in regard to the matter. They indicate that it costs so much for this budget of food on such a date, and so much some other date. That statement is issued every month, and is a fairly satisfactory measurement of the cost of living.

By Mr. Cronyn:

Q. For the purpose of comparison?—A. Yes.

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By Mr. Andrews:

Q. We cannot get the cost of living from these figures. They are too generous?—

A. Well, the general opinion is that the budget is a little too generous. My own opinion is that it not very far out. It may be a little bit generous in some respects, but I do not think it is too generous on the whole. There is a fairly generous allowance of meat in it—ten pounds of meat per week for a family of five.

The CHAIRMAN: Perhaps we could discuss the matter more intelligently if we had a statement prepared by Mr. Stewart.

The Committee adjourned until Tuesday, April 1, 1919, at 11 a.m.

APPENDIX TO No. 8.

Copy of Proceedings of the Special Committee on
Pensions and Pension Regulations.

THURSDAY, MARCH 27, 1919.

Respecting a Table of Disabilities and Instructions for the
Guidance of Physicians and Surgeons making medical
examinations for Pension.

BOARD OF PENSION COMMISSIONERS.

N.B.—This supersedes all previous editions of this Table. Editions bearing earlier dates are to be destroyed.

JULY 22, 1918.

INSTRUCTIONS

And a Table of Disabilities for the guidance of Physicians and Surgeons making medical examinations for pension purposes.

(Issued by the Board of Pension Commissioners for Canada.)

1. It is the responsibility of Medical Officers to furnish an accurate description of the physical and mental condition of soldiers appearing before them. Decisions concerning the effect of a statement of medical opinion upon pension does not reside with the Board of Medical Officers describing a soldier's condition; that opinion is employed, as a guide, by the Board of Pension Commissioners in estimating the amount of pension awardable.

It is important that this should be clearly understood by Medical Officers so that there may be no tendency on their part to make their estimate of the extent of disability other than a statement of medical fact; there should be no tendency on their part to make their estimate of the disability conform with the amount of pension which they may think should be awarded. The fixing of the amount of a pension is the responsibility of the Board of Pension Commissioners.

2. These instructions, with the Table of Disabilities, have been prepared for the guidance of physicians and surgeons who are called upon to express professional opinions for pension purposes.

3. These instructions will be corrected, or amplified, as occasion arises; officers to whom they are issued will keep them up to date in accordance with information conveyed by orders, circular letters, or other means.

4. The opinions of medical men concerning the physical conditions of soldiers examined by them are usually stated, together with the statement and observations upon which the opinions are based, in the forms provided for recording the Proceedings of a Board of Medical Officers, (A.F.B. 179, A.F.B. 45; M.F.B. 227, M.F.B. 380, etc.).

5. When physicians and surgeons are called upon to express professional opinions for pension purposes, their first duty is to furnish, both for the information of the Board of Pension Commissioners and as a permanent record, a complete and accurate description of the condition of the soldier under consideration.

It is important to describe and record the existence of all abnormal conditions whether disability results from them or not. In doing so the official nomenclature of diseases should be employed.

Descriptions will be precise—They will describe exactly not only anatomical abnormalities, but also the exact extent of any loss of use of organs or members; in doing so, careful use of diagrams, of drawings, or of photographs will often be essential.

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A few of the many instances in which the necessity for accurate description is great and may be met, are indicated in the following examples:—

(a) *Heart Disease*.—A statement of the “valvular disease of the heart”, “disordered action of the heart”, “soldier’s heart”, “dyspnœa” and so on, is insufficient. It is necessary to describe the condition of the heart and exactly what it can do, its behavior, rate and rhythm when the soldier is excited, is at rest, or is undergoing exercises of described severity; (e.g. “walked or ran slowly 50 yards”, etc.) The length of time, after described exercise, required by the heart to regain its usual rate should be stated. It is especially important to state the probable prognosis and whether the condition is improving or otherwise.

(b) *Gassing*.—It is necessary to describe the symptoms, the degree of dyspnœa at rest and after exercises of described severity, and to state the result of a careful physical examination.

(c) *Shell Shock*.—An exact description of subjective and objective symptoms, the latter obtained by a thorough examination, will be given.

(d) *Debility*.—Objective evidence of weakness, in addition to the complaints of the soldier, will be stated clearly; (e.g. instead of saying “legs are weak,” say “cannot stand up” or “can walk only 100 yards,” or “can only walk a mile slowly.”)

(e) *Bullet (or shrapnel) in*.—The precise symptoms resulting will be described.

(f) *Amputated*.—The position of the amputation and the condition of the stump will be clearly described (diagrams), (e.g. “amputation of the upper arm two inches below deltoid insertion, lateral flap, bone well-covered, scar non-adherent and sound, stump painless.”)

(g) *Mutilating Shrapnel Wound of Arm*.—The precise disability resulting from the destruction of important muscles will be described, as also any disability resulting from interference with the circulation of lymph or blood streams. Interference with the motor or sensory functions of nerves will be accurately observed and described, (diagrams).

(h) *Scars*.—Their position and extent will be described, as well as any symptoms which they may produce by interference with orifices, such as mouth or anus, or with canals, such as oesophagus, urethra, ureter, etc., or with the functions of organs or of tissues. The condition of a scar, painful, inflamed, enlarged (keloid or vicious callus) should be described.

(i) *Ankylosis*.—Use this term only when there is complete immobility of a joint. When there is restriction in normal range of movement, describe it as “limitation of movement.”

An exact description of the joint conditions and nature of ankylosis is required. State whether the ankylosis is bony or fibrous, intracapsular or extracapsular, and the position of fixation. In cases of limitation of movement of joint, a similar description is required, with, in addition, the range of movements present.

Any movement at a joint through a limited arc constitutes a less disability than a complete ankylosis at any point in that same arc.

(j) *Flat Foot; Traumatic Neuritis Hernia*.—The extent of disabilities such as these will be exactly indicated by methods alluded to above.

(k) *Deafness*.—A definite statement of the distance at which the ordinary spoken voice can be heard by each and by both ears will be made

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(l) *Weak Eyes*.—A precise description of the exact condition of each eye will be given.

(m) *Injury to Head*.—A detailed and accurate description of condition present, and of the resulting symptoms, if any, is required. Many cases of head injury should be carefully observed by a specialist in nervous and mental diseases before being boarded for discharge.

(n) *Pulmonary Tuberculosis*.—Before discharge all cases of pulmonary tuberculosis should be examined by a specialist, preferably a man doing sanatorium work. He will often be a member of the Board of Medical Officers.

The estimate of the disability will depend upon the condition at discharge, and should be classified according to the disability schedule for tuberculosis (see page 17), as active, improved, quiescent, apparently arrested, arrested, or apparently cured.

(The necessity for expert examination before final opinion is given upon the extent of many disabilities is evident, *e.g.* injuries of eye and ear. This is especially the case in estimate of asserted disabilities which seem to be functional in nature and without apparent organic cause. The extent of disability in such cases should be stated only after prolonged observation, combined with careful and thorough examination, during which every assistance to diagnosis should be employed.)

6. Medical officers will estimate the extent of any disability due to service, and also the extent of any existing disability which is not due to service.

7. In estimating the extent of aggravation of a disability existing prior to enlistment, care will be taken to ascertain, and state, whether the disability was, or was not, present, or evident, to the soldier at the time of his enlistment.

8. As a general rule, it will be convenient to assume that every disability—death also—occurring during service is due to service, unless the contrary can be proved or, for practical purposes, can be assumed to be proved.

9. Medical officers will carefully read the documents (Attestation Paper, Conduct, Casualty and Medical History Sheets, Proceedings of Medical and other Boards, etc.) of a soldier not discharged, or of a pensioner (Medical Report, etc.) appearing before them in order that they may be informed of the soldier's condition at his enlistment and of matters which may have affected him during his service.

10. If an affection, unmentioned by the Proceedings of a previous Board of Medical Officers, is complained of or is found to exist, the cause, date and place of its origin will be carefully ascertained and stated. If a disability once existing or said to have existed, is not found to be present, a definite statement to that effect will be made.

11. Medical Officers will carefully obtain and record a soldier's statement concerning his condition. But Medical Officers will distinguish their own observations from hearsay; and they will be careful to test complaints by personal observation. Medical Officers will distinctly state the authority for statements not resulting from their personal observation; it must be made clear whether such statements are obtained from the soldier concerned, from witnesses, or from documents.

In obtaining statements from soldiers concerning the nature, or time and manner of origin, etc., of their disabilities, Medical Officers will be careful to phrase their questions so that answers may not be suggested; caution in this respect is especially important in examinations made for pension purposes. Whenever a statement of a witness is of importance it will be made in proper form. Whenever a statement made upon the authority of a document is of importance, it will be vouched for by a certified copy of the document concerned.

12. Circumstances surrounding the incurrence of a disability should be authenticated, whenever possible, by documentary evidence; Medical Officers are urged to do everything in their power to establish, *e.g.*, by reference to the Proceedings of a Court of Inquiry, the circumstances surrounding each case of accidental, or other inquiry, not due to the act of an enemy.

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It is especially important to establish whether a disability is, in any way, due to the fault, negligence or vicious conduct of the soldier examined.

13. (a) A pension is awarded for any disability or disabilities not the result of intemperance or improper conduct, which arise on Active Service and which interfere with pensioner's capacity for earning a livelihood in the general labour market.

(b) A disability may be defined as the loss or lessening of some ability by exercise of which the pensioner was able to earn his livelihood, or might earn a livelihood in the ordinary labour market.

Disabilities may be divided into—

i. Inabilities—

(a) General muscular weakness.

(b) Complete or partial loss of any organ or member, or the functions of any organ or member.

ii. Prohibitions—

(a) Necessity for rest for therapeutic reasons.

iii. Or, any other condition which results in a restriction in the choice of occupation.

14. In estimating the extent of disabilities Medical Officers will be guided by the Table of Disabilities, which forms a part of these Instructions, and will state their estimates in percentages.

15. It is repeated: to accurately describe the physical and mental condition of a soldier examined is the main purpose of the statements made by a Board of Medical Officers in its "Proceedings".

The Table of Disabilities merely supplies Medical Officers with a means of giving an accurate description of the amount of disability existing in soldiers examined by them.

16. In estimating the amount of a disability, Medical Officers will take no consideration of past or present occupation of the soldier examined, or of his income. The damage to the human machine, to the normal healthy body and mind, is alone to be considered.

Consequently, any disability existing in a soldier examined is to be estimated in terms of his inability to earn a livelihood in the general market for healthy, human bodies and minds—the market for healthy workers.

17. If the major member of a pair is affected, the disability resulting will be estimated at a figure higher than would be named were the minor member affected;

For example, the disability resulting from an injury to the right arm will be estimated at a higher rate than would be the disability resulting from a similar injury to the left arm in a right-handed man; the contrary would be the same in a left-handed man.

18. It will be found convenient to estimate the extent of the disability resulting from an injury to any part of a member in terms of total disability of the member involved and then, by use of the figure at which total disability of that member is placed in the Table to state the extent of disablement existing in terms of disablement for the whole body:—

For example, loss of thumb, index and middle finger is estimated at 20 per cent, 10 per cent, and 5 per cent respectively. Taken together, however, their loss is considered equivalent to loss of three-quarters of the function of the hand. Loss of the hand is estimated at 60 per cent; therefore, loss of the above members would be estimated at 45 per cent.

19. The percentages of total disability, mentioned in the Table, state the maximum and, sometimes, the minimum at which the disability named usually may be estimated.

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20. Nevertheless, it must be clearly understood that an estimate may reasonably exceed, or fall short of the percentages named in the Table in accordance with conditions which may increase, or diminish, the disability under consideration:—

For example, the disability resulting from an ankylosis complicated by pain will be rated at a higher percentage than that resulting from a similar injury unaccompanied by pain.

21. The extent of a disability not mentioned in the Table will be estimated by comparing the disability in question with, if possible, a similar and an apparently equal disability mentioned in the Table. In doing so, disabilities of a given member or organ, whenever possible will be compared with a disability of the same member or organ mentioned in the Table.

22. Where more than one disability exists, the total disability is not to be estimated by the simple addition of the percentages at which each disability is assessed in the Table; but by an estimation, assisted by an inspection of the Table, of the extent of the total disability existing in the person concerned. A total disability cannot be said to be greater than 100 per cent.

23. In estimating the extent of a disability, the necessity for rest, for the whole or part of the body during the period of convalescence or accommodation to an injury, as well as the loss of time required for necessary treatment, must be considered.

24. While the extent of a disability is estimated by a consideration of the condition actually existing in a soldier at the time when he is examined, it is important if it can be done, to state a prognosis; therefore, Medical Officers will, when it is possible to do so, accompany their estimates by an estimation of the period of time for which the disability in whole or in part, may be expected to persist.

For example, the disability existing in a man, much debilitated by severe shell wounds, who had lost an arm at the elbow, might be estimated at "100 per cent for six months and then 60 per cent permanently."

25. Should a soldier not receive the medical, and other, treatment (e. g. for tuberculosis) offered to him by the Government through his "unreasonable refusal" to accept it, or through his expulsion from the service, for misconduct or other reason, or through his desertion, Medical Officers will state both the extent of any disability existing in him and the extent of the disability which, in their opinion, would exist in him had treatment been received.

26. Medical Officers should be careful that soldiers neither know the percentages at which a disability in them has been estimated, nor be given ground for thinking that the percentage at which disability has been estimated by the Board of Medical Officers has necessarily a direct connection with the amount of pension which the soldier may expect to receive.

27. In many cases it is advisable that the Board of Pension Commissioners should have information regarding a pensioner's occupation. When in the opinion of the examining medical officers this information is desirable, they should make judicious inquiries from the pensioner and place the information on page 4 of B.P.C. 800, M.F.B. 227, and M.F.B. 380. (See H.Q. Circular Letter, H.Q. 49-1-49, of November 7, 1917.)

28. In answering question 23 of M.F.B. 227 and 380, when the soldier requires further treatment, medical officers should state the nature of treatment required, the time necessary for treatment, and the probable duration of treatment.

29. *The table of disabilities exists only to assist the Board of Pension Commissioners and medical officers in fulfilling their responsibilities. It does not offer final nor absolute values. Every disability must be considered on its own merits. The table exists merely as a means of affording medical officers the more accurate language of figures for describing the extent of disabilities existing in soldiers examined by them.*

30.

Table of Disabilities.

Head—

- (1) Loss of skull bone—
when accompanied by only slight symptoms such as occasional headache and occasional slight vertigo, ordinarily—
 - (a) small trephine hole... ..up to 10%
 - (b) 2 or 3 square inches... ..up to 20%
 - (c) 3 or more square inches... ..up to 30%
 otherwise according to actual incapacity, resulting from brain hernia, severe vertigo, paralysis or mental symptoms... ..up to 100%
- (2) Injury to features—
estimated according to actual incapacity—
 - (a) simple deformity without loss in function, ordinarily... ..up to 20%
 - (b) deformity with loss in function... ..up to 100%
- (3) Loss of nose... ..60%
- (4) Loss of both eyes... ..100%
- (5) Loss of one eye... ..40%
 (a) Loss of vision of one eye... ..30%
- (6) Loss of hearing (total) both ears... ..50%
- (7) Loss of hearing (total) one ear... ..15%
- (8) Injuries to jaw—
estimated according to actual incapacity resulting from loss of function, *e.g.* eating, speech... ..up to 100%
- (9) Loss of tongue—
estimated according to actual incapacity resulting from loss of function, *e.g.* eating, speech... ..up to 60%
- (10) Loss of speech... ..40%
- (11) Loss of teeth... ..20%
- (12) Epilepsy—
estimated according to actual incapacity... ..up to 100%
- (13) Insanity (mental detriment)... ..up to 100%
- (14) Injuries to neck—
estimated according to actual incapacity, *e.g.* difficulty in breathing, swallowing, etc... ..up to 100%
- (15) Wry-neck, as late results from injury... ..up to 20%

Trunk—

- (16) Aneurism—
estimated according to actual incapacity, or necessity for rest... ..up to 100%
- (17) Injuries of spinal cord—
estimated according to actual incapacity... ..up to 100%
- (18) Heart disease—
estimated according to actual incapacity, and necessity for rest... ..up to 100%
- (19) Tuberculosis—
estimated according to actual incapacity, and necessity for rest... ..up to 100%
- (20) Chronic bronchitis—
estimated according to actual incapacity, as evidenced by debility dyspnoea, necessity for rest, etc., ordinarily... ..up to 40%
 Bronchiectasis, emphysema and asthma may cause total disability.
- (21) Injury to lung, pleura, chest-wall—
estimated according to actual incapacity, *e.g.* dyspnoea... ..up to 100%
- (22) Ventral hernia—
estimated according to actual incapacity, ordinarily... ..10% to 30%
- (23) Single inguinal hernia—
estimated according to actual incapacity, ordinarily... ..10% to 20%
 Double inguinal hernia, ordinary... ..20% to 25%
- (24) Chronic cystitis—
estimated according to actual incapacity, ordinarily... ..10% to 60%
- (25) Urethral stricture—
estimated according to actual incapacity, ordinarily... ..10% to 40%
- (26) Incontinence of urine, or urinary fistula—
estimated according to actual incapacity, ordinarily... ..20% to 50%
- (27) Incontinence of faeces and faeces fistula—
estimated according to actual incapacity, ordinarily... ..20% to 50%
- (28) Haemorrhoids—
estimated according to actual incapacity, ordinarily... ..up to 20%
- (29) Hydrocele—
estimated according to actual incapacity, ordinarily... ..up to 15%
- (30) Varicocele—
estimated according to actual incapacity ordinarily... ..up to 10%

PENSIONS AND PENSION REGULATIONS

APPENDIX No. 3

Table of Disabilities.—Continued.

Trunk—Con.

- | | |
|---|-----|
| (31) Injury to external genitals. up to | 60% |
| Disability here is not estimated upon inability to earn a livelihood. Each case will be given individual consideration by the Board of Pension Commissioners. | |
| (32) Abdomen, late results of injuries—
estimated according to actual incapacity. | |
| (33) Pelvic bones, late results of injuries—
estimated according to actual incapacity, <i>e.g.</i> difficulty in walking or standing. | |

Upper extremities—

- | | |
|---|---------|
| (34) Loss of middle finger—
three phalanges. | 5% |
| (35) Loss of ring finger—
three phalanges. | 5% |
| (36) Loss of little finger—
three phalanges. | 3% |
| (37) Loss of index finger—
three phalanges. | 10% |
| (38) Loss of thumb— | |
| (a) one phalang. | 10% |
| (b) two phalanges. | 15% |
| (39) Loss of thumb, with metacarpal bone. | 20% |
| (40) Loss of two thumbs—
two phalanges only. | 40% |
| (41) Loss of two thumbs, with metacarpals. | 45% |
| (42) Loss of all fingers, or all but one on both hands. | 100% |
| (43) Ankylosis of wrist, complete— | |
| 1. in line with forearm with slight or no loss in pronation and supination. | 20% |
| 2. in bad position. up to | 35% |
| (44) Loss of part of one hand—
suggested examples with estimate of incapacity— | |
| Thumb and index. | 30% |
| Thumb, index and middle. | 45% |
| Index and middle. | 15% |
| Index, middle and ring. | 25% |
| Index, middle, ring and little. | 45% |
| Middle, ring and little. | 25% |
| Ring and little. | 10% |
| Thumb, index, middle and ring. | 50% |
| (45) Loss of one hand. | 60% |
| (46) Loss of both hands. | 100% |
| (47) False joints in forearm—
estimated according to actual incapacity. up to | 40% |
| False joint one or both bones, with slight mobility, only. | 10%–15% |
| (48) Loss of forearm—
at middle third. | 60% |
| (49) Loss of forearm—
at 1½ inches, or less, below insertion of biceps. | 65% |
| (50) Disarticulation at elbow. | 70% |
| (51) Loss of arm just above elbow. | 70% |
| (52) Ankylosis of elbow, complete— | |
| (a) Pronation and supination free— | |
| 1. In flexion at an angle with humerus of from 80 degrees to 110 degrees. | 20% |
| 2. In bad position. up to | 55% |
| (b) Loss of pronation and supination. up to | 15% |
| (53) False joint at elbow—
estimated according to actual incapacity. up to | 40% |
| (54) False joint in humerus—
estimated according to actual incapacity. up to | 40% |
| (55) Loss of arm, just below deltoid insertion. | 70% |
| (56) Loss of arm above deltoid. | 75% |
| (57) Disarticulation of shoulder. | 80% |
| (58) Ankylosis of shoulder joint, complete—
estimated according to— | |
| (a) position of fixation, in slight abduction with free movement of shoulder girdle. | 20% |
| (b) combined with fixation of shoulder girdle, depending upon position of fixation. up to | 60% |
| (59) Injuries of nerves of arm— | |
| (a) Brachial plexus. up to | 80% |
| (b) Musculo-spiral. up to | 50% |
| (c) Median. up to | 40% |
| (d) Ulnar. up to | 15% |

Table of Disabilities—Continued.

Lower Extremities—

(60) Loss of any toe other than big toes.. . . .	up to	4%
(61) Loss of big toe.. . . .		10%
with head of metatarsal.. . . .	up to	15%
(62) Ankylosis of big toe, metatarsal phalangeal joint.. . . .	up to	15%
(63) Loss of part of foot—		
estimated according to actual incapacity.. . . .	up to	40%
(64) Metatarsal ankylosis.. . . .	up to	15%
(65) Loss of one foot.. . . .		40%
(66) Flat foot, ordinarily.. . . .	up to	20%
(67) Loss of both feet.. . . .		80%
(68) Ankylosis of ankle, complete—		
(1) at right angle.. . . .		20%
(2) in bad position.. . . .	up to	35%
(69) Loss of leg at middle third.. . . .		40%
(70) False joint in leg, middle third—		
estimated according to actual incapacity, ordinarily.. . . .	up to	40%
(71) Loss of leg where stump is too short to fit "short" artificial leg.. . . .		60%
(72) Loss of leg through knee joint—		
(73) Loss of leg just above knee.. . . .		60%
(74) Ankylosis of knee, complete—		
estimated according to—		
(a) position in extension or slight flexion.. . . .		20%
(b) in bad position.. . . .	up to	55%
(75) Dislocation of knee cartilages and chronic synovitis of the knee—		
estimated according to actual incapacity, ordinarily.. . . .	10% to 20%	
(76) Loss of both legs—		
at or above the knee or below knees where stumps are too short for artificial legs.. . . .		100%
(77) Loss of thigh, middle third.. . . .		65%
(78) Loss of thigh, upper third.. . . .		75%
(79) False joint in thigh—		
(a) with only slight mobility, and weakness of leg.. . . .	up to	40%
(80) Disarticulation of hip-joint.. . . .		80%
(81) Ankylosis of hip-joint, complete—		
(a) in slight abduction with the thigh extending and rotated slightly outwards.. . . .	up to	50%
(b) in bad position with great difficulty in walking.. . . .	up to	75%
(82) Injuries to nerves of leg—		
(a) Sciatic.. . . .	up to	60%
(b) Ext. popliteal.. . . .	up to	20%
(c) Ant. tibial.. . . .	up to	10%
(d) Musculo cutaneous.. . . .	up to	10%
(2) Int. popliteal.. . . .	up to	20%
(a) Post tibial.. . . .	up to	10%
(b) Anterior crural.. . . .	up to	50%
(83) Shortening of leg—		
one to three inches.. . . .	up to	10%
three to five inches.. . . .	up to	15%
(84) Loss of any two extremities.. . . .	up to	100%
(85) Loss of one hand and one foot.. . . .		85%
(86) Chronic osteomyelitis—		
estimated according to actual incapacity.. . . .		
(87) Chronic sepsis—		
estimated according to actual incapacity.. . . .		
(88) General debility—		
estimated according to actual incapacity.. . . .		
(89) Varicose veins—		
estimated according to actual incapacity, ordinarily.. . . .		10%
(90) Loss of one kidney without any symptoms.. . . .		15%

31. In case of difficulty, medical officers may find reference to the following publications to be of value:—

"Accidents de Travail. Guide pour l'Evaluation des Incapacites," by Imbert, Oddo & Chavernac. Published by Messrs. Masson & Cie., 120 Boulevard Saint Germain, Paris, 1913.

"On the Estimation of Disability and Disease due to Injury," by Wyatt Johnston, in the *Montreal Medical Journal*, No. 4, page 281, April, 1900.

"Accidents in the Medico-Legal Aspect," by Douglas Knockner. Published by Messrs. Butterworth and Company, London. 1912.

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Table for Estimating Incapacity in Pulmonary Tuberculosis.

N.B.—When it is considered advisable, Medical Officers will make an estimate of disability graded at any percentage other than that named in the Table. The terminology used, and its assigned interpretation, is that employed by the National Association for the Prevention of Tuberculosis.

Class.	Condition.	Clinical Description.	Employability.	Percentage of Disability.
1	Not improved.....	.....	.....	100
2	Improved.....	Where there has been improvement sufficient to allow the use of the term.	These cases will, in all likelihood, relapse on any but the lightest kind of work during the first six months, at least, disability should be considered as almost total.	75-100
3	Quiescent....	No constitutional symptoms; tubercle bacilli may be present or not; stationary or better in physical signs; all the foregoing having been present at least two months.	Practically an active case under ordinary conditions of life, and should rest at least 75% of his time, in order to carry on in fair health,—hence a minimum of 75% for the first six months.	75-100
4	Apparently arrested..	Signs of a healed lesion without any symptoms for three months.	Should rest half of his time.....	50-75
5	Arrested	Signs of a healed lesion without relapse at end of six months under ordinary living conditions.	Should rest one-quarter of his time....	25-50
6	Apparently cured .	Signs of a healed lesion without relapse at end of two years under ordinary living conditions.	Only limitation of employability is that he should avoid certain occupations involving undue exposure to dust and debilitating conditions.	0-25

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Table for Estimating Incapacity in Pulmonary Tuberculosis.—*Continued.*

Both ears deaf.	One ear deaf.	Hearing one ear less than 1 foot.	Hearing one ear at 1 foot.	Hearing one ear at 3 feet.	Hearing one ear at 5 feet.	Hearing one ear at 10 feet.	Hearing one ear at 15 feet.	Hearing one ear at 20 feet. Normal.
50%	Other ear less than 1 foot. 50%	Other less than 1 foot. 45%	Other ear at 1 foot. 40%	Other ear at 3 feet. 30%	Other ear at 5 feet. 20%	Other ear at 10 feet. 10%	Other ear at 15 feet. 5%	Other ear at 20 feet. 0%
	Other at 1 foot 45%	Other at 1 foot 45%	Other at 3 feet 35%	Other at 5 feet 20%	Other at 10 feet 15%	Other at 15 feet 5%	Other Normal 0%	
	Other at 3 feet 40%	Other at 3 feet 40%	Other at 5 feet 30%	Other at 10 feet 15%	Other at 15 feet 10%	Other at Normal 2%		
	Other at 5 feet 35%	Other at 5 feet 35%	Other at 10 feet 20%	Other at 15 feet 10%	Other at Normal 5%			
	Other at 10 feet 25%	Other at 10 feet 25%	Other at 15 feet 15%	Other at Normal 5%				
	Other at 15 feet 20%	Other at 15 feet 20%	Other Normal 10%					
	Other Normal 15%	Other Normal 15%						

In this Table the degree of deafness is judged by the distance at which the soldier can hear ordinary conversational voice with each ear separately. Twenty feet is taken as the normal distance at which ordinary conversational voice should be heard.

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Paralysis of Muscles of Eye.

Paralysis of muscles of only one eye..	25%
Paralysis of muscles of one eye and one muscle in working eye. . .	35%
Paralysis of muscles of both eyes, working eye 3 or more muscles..	40% to 50%
Paralysis all muscles of both or of working eye..	100%

Contraction of Fields of Vision.

1. Concentric contraction of field of one eye..	10%
2. Concentric contraction of both fields reaching to 60 per cent or loss temp. half of both fields..	20%
3. Loss of nasal halves both fields..	25%
4. Homonymous hamianopsia right or left superior or inferior.. .	33%
5. Concentric contraction both fields reaching 30 per cent.. . .	45%
6. Concentric contraction of both fields reaching 50 per cent.. . .	100%

These presume at least $\frac{9}{12}$ vision each eye, if less, will increase in proportion to scale for acuity.

IF DUE TO REFLECTIVE ERROR, OR RESULT OF INJURY OR DISEASE ORIGINATED DURING SERVICE.

Totally blind	One eye blind.	One eye less than 6/60.	One eye 6/60.	One eye 6/36.	One eye 6/24.
100%	Other eye less than 6/60 100%	Other eye less than 6/50 100%	Other eye less than 6/60 85%	Other eye less than 6/36 40%	Other eye less than 6/24 10%
—	6/60 95%	6/60 0%	6/36 60%	6/24 30%	6/18 0%
—	6/36 85%	6/36 70%	6/24 40%	6/18 20%	
—	6/24 80%	6/24 50%	6/18 30%	6/12 10%	
—	6/18 55%	6/18 40%	6/12 20%	Only if due to result of injury or disease originated during service.	
—	6/12 40%	6/12 25%	—	One eye 6/24	One eye 6/12
—	6/9 30%	—	—	Other eye 6/24 30%	Other eye 6/12 0%
—	6/6 30%	—	—	6/18 25%	6/12 15%
—		—	—	6/12 20%	6/9 10%

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Eye Disability Table.

1. If due entirely to refractive error, no pension be awarded for any defect in visual acuity which is $\frac{1}{8}$ in one eye and $\frac{1}{24}$ in the other or can be corrected by glasses up to this standard.
2. If due to injury or disease originating during service, no pension should be awarded for any defect in visual acuity which is $\frac{1}{12}$ or better in each eye, or can be corrected by glasses up to $\frac{1}{12}$.
3. In determining whether the defect in visual acuity is due in any way to injury or disease originating during service, the history of the case, and the results of complete ophthalmic examination should be carefully considered, and the Specialist's Report confirmed by a Consultant Eye Specialist.
4. If recorded on enlistment, or having history of injury pre-existing enlistment, the following conditions may be considered as "obviously apparent" on enlistment—external injuries or scars organic diseases in interior of eye, such as chroditis, optic atrophy, or possible lens changes.
5. In all conditions involving the optic nerve, the fields of vision must always be recorded.
6. In conditions with diplopia, the muscles involved must be specified.

Table of Percentage Disabilities.

	Per cent.
<i>Effort syndrome (with or without systolic optical murmur)—</i>	
With fair exercise tolerance..	20 or less.
With poor exercise tolerance..	30 to 40
For history of recent or repeated rheumatic fever or for poor development..	add 10
<i>Libral stenosis—</i>	
Early and uncomplicated with good exercise tolerance..	30
Developed uncomplicated with poor exercise tolerance..	50
Developed uncomplicated with fair exercise tolerance..	50
Developed uncomplicated with poor exercise tolerance..	60
Developed with enlargement..	70
Developed with enlargement and venous engorgement..	80
Developed with fibrillation (untreated) but no enlargement..	70
Developed with enlargement and dropsy..	100
<i>Aortic diseases—</i>	
Slight and uncomplicated with good exercise tolerance..	40
Slight and uncomplicated poor exercise tolerance..	60
Developed with much enlargement..	80
Developed with enlargement and engorgement of angina; fully developed with enlargement and renal diseases..	100
<i>Enlargement—</i>	
Slight but definite with good exercise tolerance..	20
Slight but definite with good exercise tolerance..	40
Moderate with poor exercise tolerance..	50
Great with poor exercise tolerance..	70
For untreated fibrillation or venous engorgement..	add 30
For history of rheumatic fever (recent or repeated)..	add 10
<i>General artorial disease—</i>	
Uncomplicated with good exercise tolerance..	20
Uncomplicated with poor exercise tolerance..	10
With moderate cardiac enlargement..	50
With high blood pressure..	70-100
With grave angina pectoris..	
With great enlargement..	
With renal disease..	
With venous engorgement..	70-100
With or without fibrillation..	
Aortic aneurysm..	70-100
Angina pectoris..	50-100
<i>Fibrillation of auricles (or persistent flutter)—</i>	
Without signs of cardiac failure..	50
With fair exercise tolerance and untreated..	50
<i>Paroxysmal tachycardia—</i>	
Mild and infrequent attacks..	less than 20
Severe and infrequent attacks..	30
Severe and frequent attacks..	50
<i>Libral regurgitation—</i>	
Exercise tolerance, normal, no history of rheumatic fever..	0
History rheumatic fever good exercise tolerance..	up to 20
No enlargement, fair exercise tolerance..	20
History of rheumatic added..	10
(See enlargement group.)	

Condition.	Symptoms.	Employability.	Percentage.
1 History of Nephritis. No signs of definite kidney disease. Possibly a trace of Albumin.	Slight debility. Pains in back, headache. Dyspnoea. Dizziness, one or two or more of above symptoms.	Some restriction in choice of occupation. Slight debility for period of accommodation six months to a year. Necessity of care, diet.	10% - 20%
2 Signs of probably definite changes in kidney tissues. Very slight in degree. Definite trace of Albumin and rare casts. Definite but slight puffiness eyes and ankles occasionally. Functional nephritis test normal or almost normal. Some increase in night urine. Only moderate grade polyuria response after test meals.	Debility moderate. Anemia. Pain in back. Dyspnoea and dizziness--More marked than in One.	Restriction--Avoiding exposure. Heavy work--Moderate debility.	20% - 40%
3 Signs of definite kidney disease. Albumin and casts marked. Raised B.P. Acc. 2nd sound. Increase puffiness of eyes and ankles. Increase in night urine. Tendency to salt or nitrogen retention.	Debility marked. Dyspnoea marked. Severe headache. Pains in back. Severe initial symptoms. History of scarlet fever, or acute infection as pneumonia.	Debility is marked. Can do only light work--Restriction with necessity of rest and control of diet.	40% - 60%
4 Advanced disease. Albumin + + + Casts + + D.A.H. High B.P. 170. Hardening of arteries. Tendency to oedema of face and feet--more definite alterations in functional tests.	Marked debility and dyspnoea. Severe headaches, etc. Dizziness.	Debility more marked. Greater need of rest. Requires medical supervision.	60% - 80%
5 General arterial changes. Retinal changes B.P. 200 and over. Alb. + + + Casts. Reduction in quantity of urine.	Headaches. Debility--Pain in epigastrium. Dizziness--Blurring of vision, etc.	Possibility of slight remission but practically disabled totally most of time.	100%

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COMMITTEE ROOM No. 318,
HOUSE OF COMMONS,
TUESDAY, April 1, 1919.

The Special Committee on Pensions and Pension Regulations met at 11 o'clock a.m., the Vice-Chairman, Mr. Nickle, presiding.

Members present.—Messieurs Andrews, Brien, Cronyn, Clark, Devlin, Green, Lang, McGibbon, Nesbitt, Nickle and Sutherland.

The VICE-CHAIRMAN: Any communications?

The CLERK: I have here a communication from Major J. A. Campbell of the Casualties Record Office. (Reads):

(1)

"Sir: In reply to your communication of the 22nd instant, addressed to the Director of Records Department of Militia and Defence, I beg to submit the following information;

Patients in hospital in Canada—14-3-19	8,196
Including venereals	501
Patients in hospital in the United Kingdom—21-3-19	16,313
In France	2,954
<hr/>	
Total overseas	19,267
Including venereal (5,000 about)	

Yours faithfully,

J. A. CAMPBELL."

There is also a communication from Mr. Stanley B. Coristine, in connection with Major Campbell's letter. (Reads):

Sir: With reference to the attached copy of a letter, which you forwarded to this Board on the 24th instant, this matter has been taken up with the Pensions Committee, and it appears that the information required is a statement showing the total number of casualties which have been reported, but who are still in hospitals, etc.

Will you kindly forward this information to the Special Committee on Pensions direct?

I have the honour to be, Sir,

Your obedient servant,

STANLEY B. CORISTINE."

I have also a reply from Mr. Gisborne regarding the appointment of guardians. (Reads):

(2)

"Dear Sir: *Re* Pension Bill—In reply to your letter of the 29th instant, I beg to state that in my opinion the Parliament of Canada has no power to legislate with respect to the appointment of guardians to orphan children of soldiers, that being a matter within the exclusive jurisdiction of the Provincial

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Legislature. The difficulty, could, I think, however be overcome either by providing that the pension should not be paid while the child is in the custody of a person conceived to be an improper guardian, or, what I think would be better, by authorizing the Pension Board to apply for the removal of an improper guardian.

Yours very truly,

FRANCIS H. GISBORNE."

The VICE-CHAIRMAN: Mrs. Vidal is here and wishes to make a statement in regard to the pension she is receiving.

Mrs. VIDAL: I have prepared a written statement of my case. (Reads):

(3)

Ottawa, Canada,
31st March, 1919.

To

The Chairman and Pension Committee,
of the House of Commons.

Gentlemen,—

I have been notified by the Board of Pension Commissioners that, commencing to-morrow, the Pension I have been receiving since my son, Lieut. Maurice H. Vidal, who was killed in France in 1917 would be reduced from \$720 to \$300. This reduction, I understand, is to be made on the ground that I am receiving another Pension as the widow of General Vidal. The facts are these,—My husband, after service with the Imperial Army, joined the Canadian Forces and served for 25 years and at his death in 1908 was Inspector-General, the highest officer at that time in our force. Under the then Pension Act I received \$500, which was the pension of a colonel's widow, although my husband was a brigadier-general. The widow of a brigadier-general who dies to-day would, I believe, receive the pension of about \$2,000. I also receive \$80 for my children aged 15, 11 and 4. Having no other means I supplemented the pension by work outside as I could get it and by having paying guests in my house. Now I am not able to do sustained work, my health having broken down in France after eighteen months' service in Canadian hospitals. If my \$500 pension as widow and \$80 for one child which I still receive prevents me getting more than \$300 for my son, surely the widows pension might be made equal to that received by widows of brigadier-generals of the present time. I believe the number situated as I am is not large and it would not be a serious matter to this country to make these pensions adequate. If this were done I would claim no pension for my son. If, however, my widow's pension is left at the present inadequate figure I would ask that there be no reduction in the pension for my son. Relying on your favourable consideration of my case and those of others like situated, I am,

Yours very sincerely,

BEATRICE H. VIDAL.

By the Chairman:

Q. Is there anything you would care to add to that statement, Mrs. Vidal?—A. Well, I do not know, I think that puts the case pretty strongly. I think I have been left in a sad position. As long as my health held out I did not mind it at all.

By Mr. Devlin:

Q. As long as you were in good health you did not make any representations?—A. No, I never asked the Government for anything, I did not mind at all, but I still [Mrs. B. H. Vidal.]

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have a child to educate, she is only fifteen, and since the cost of living is so high it is quite a consideration to have this reduction made.

By the Vice-Chairman:

Q. The Pension Commissioners, as I understand it, from what you have read, are taking the \$500 you receive in respect of your husband's services from the lieutenant's pension you receive in respect of your son?—A. They are not touching my husband's pension; that is regulated by an Act of Parliament.

Q. But they are reducing the amount I have named from the pension you receive, in respect to your son?—A. Yes, for the last year and a half they gave me \$720, but now I have received official notification that they are going to reduce it to \$300.

Q. Why is that being done?—A. I do not know—no reason was given; the only thing is, I saw in the paper two or three weeks ago a report that it had been stated that I have private means and do not need it. That, I state, is not the case.

By Mr. Devlin:

Q. As I understand it, Mrs. Vidal, you have no private means?—A. I have none at all and I am not now able to work or I would not have been here today. I can assure you it is not a pleasant task for me to come here and beg.

By Mr. McGibbon:

Q. They have reduced the pension you are now receiving?—A. They have reduced me by \$400 which only gives me \$800 to live on.

Q. When did your husband die?—A. In 1908—eleven years ago.

By Mr. Hugh Clark:

Q. Under what authority did the Pension Commissioners act when they made the cut?—A. They did not give me any reason whatever; they just told me the next pay cheque would be reduced.

By the Vice-Chairman:

Q. I think the explanation is to be found on page 44 of the evidence of March 21. Mr. Archibald was giving evidence and this question was asked by the Chairman:—

Is there any further information that you were asked to bring to clear this up?—A. I have here two cases in which pensions have been awarded to the widows of two generals. These pensions were awarded for long service. Since they were awarded the sons of the two generals' widows have been killed. These sons were supporting their mothers to a certain extent. According to our regulations, under paragraph 22a, we now review these cases and award a pension sufficient to provide maintenance. Our policy has been that the amount scheduled for dependents is sufficient to provide maintenance, and if the particular dependent has an income greater than the amount scheduled, no pension will be awarded. If the dependent has an income of say only a half of the amount scheduled, then we will award half the pension. That is the principle on which I think Section 22a was based. With regard to these two generals' widows, if we apply that principle, we will give one of them a pension of \$300. Her husband's pension, being a general's pension for long service is \$500, and the amount scheduled for a captain's pension, her son being of the rank of captain would make the award \$800.

Your son was a captain?—A. No, he was a lieutenant. I am the widow whose son was a lieutenant.

Q. (Continues reading):

Therefore, we will add to the pension which she is receiving on account of her husband, \$300, which will give her \$800, and which we consider sufficient for the maintenance of a captain's widowed mother.

[Mrs. B. H. Vidal.]

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By Mr. Hugh Clark:

Q. What were the regulations of the permanent force with respect to the pensions of widows of brigadier-generals?—A. There were no brigadier-generals at that time; we are receiving the pension allowed to the widow of a colonel. There had not been any officers of the rank of brigadier-general prior to the time the regulations were passed, so we were receiving the pension provided for the widow of a colonel, which was the highest rank in the service at that time.

By Mr. McGibbon:

Q. You would have been satisfied with the pension you were receiving had it been continued without any reduction?—A. I would have been, but I thought it was rather hard after having received it for a year and a half to have it taken away particularly if the reduction was made on the ground that I had private means which was not correct.

By Mr. Devlin:

Q. You would have been much better off if your son had lived?—A. Certainly. He had a good position in the C.P.R. and he was helping me.

By Mr. Cronyn:

Q. As I take it, what Mrs. Vidal is taking exception to is the fact that the original pension regulations made no provision for pension of officers above the rank of colonel and that therefore she has not received the pension which should go with the rank of brigadier-general?—A. Originally, there were only twenty-three widows of officers of the permanent forces, only four of whom were the widows of generals, who were in receipt of pensions. One or two of the others were the widows of colonels, and the others were the widows of majors, captains and lieutenants, so that it would cost the country very little to put these widows in the same position as the widows of other officers.

The VICE-CHAIRMAN: Colonel Thompson desires to address the committee in connection with this matter.

Colonel A. T. THOMPSON: Mr. Chairman and Gentlemen, Mrs. Vidal has mentioned the fact that there are four widows of generals affected; these are the widows of General Vidal, General Cotton, General Buchan and General Wilson. I have served all my life in the militia, previous to the war, and since I was old enough to become a member of the militia force. I have had the pleasure of being associated with these gentlemen, and knowing then intimately I can speak of my own personal knowledge as to the good work they did in the militia force in Canada. You, gentlemen, all know how well the Canadian militia man has acquitted himself in the war. These officers were all prominent in the old militia days and every man of them studied war before they were called into active service. The Canadian militia have done well in this war. These four generals had a great deal to do with bringing the militia to the state of proficiency which it had attained at the time for the war. I know Mrs. Vidal's circumstances quite intimately. I am proud to be able to say that I knew her brave boy. I met him overseas. He was as bright a young Canadian as we had over there, and he gave up his life for his country. His mother is to-day in a worse financial position than she would have been if he had not made the supreme sacrifice. Speaking of Mrs. Cotton, I may say I never knew of a harder case. Her eldest son was killed in the South African War. Her son-in-law was killed in the German War. Her other two sons were killed in the German War, and a fine young man in Toronto who was engaged to another daughter of hers was killed in the German War. Her daughter served with distinction as a nurse in the German War, and that poor woman is left without private means, and with only a pension, as far as I know, of \$500, supplemented, no doubt, by pensions which she would receive because of the death of her sons, and speaking as an old militiaman and as a citizen of Canada who will have to

[Lt.-Col. A. T. Thompson.]

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bear his share of whatever taxation this country will have to pay, I think that the people of Canada as a whole would be sorry to see the widows of these gentlemen, who have been men of distinction, and the mothers of boys who have given their lives for their country treated in a way that would leave them impecunious.

Mr. HUGH CLARK: Would Mrs. Cotton be confined to one pension?

Mr. THOMPSON: I do not know as to that. She was getting \$500, the same as Mrs. Vidal. We all remember Larry Buchan, who was in every scrap we had in this country from the time of the North West Rebellion and South African War, a man who did admirably, and you will remember General Wilson who was a prominent gunner. I understand his wife is well provided for by private means, but the other three wives are not.

Mr. DEVLIN: When Mrs. Vidal was able to work she worked. She is not able to work to-day on account of having given her best service to the cause. She was engaged in hospital work, and when she came back was not in the same physical condition as when she went over, and therefore is not able to work at the present time. It seems to me to be a case of very great hardship.

Mrs. VIDAL: I was discharged from the military service under category E. That is the last category that is given—physically unfit.

Col. THOMPSON: I can speak personally of Mrs. Vidal's services overseas, because I saw her engaged in the work over there. It seems to me that the difficulty starts with the old Act.

Witness discharged.

The Committee adjourned till 11 o'clock to-morrow.

PROCEEDINGS OF THE COMMITTEE
AT MEETING HELD ON WEDNESDAY, APRIL 2, 1919.

APPENDIX No. 3

COMMITTEE ROOM 318,
HOUSE OF COMMONS, OTTAWA,
April 2, 1919.

The Special Committee on Pensions and Pensions Regulations met at 11 o'clock a.m., the Chairman, Hon. N. W. Rowell, presiding.

Members present: Messieurs Béland, Bonnell, Brien, Clark, Green, Lang, McCurdy, McGibbon, Nesbitt, Nickle, Power, Redman, Ross, Rowell, and Savard.

The following communications were read:

(4)

LONDON CHAMBER OF COMMERCE,
LONDON, CANADA, TECUMSEH BUILDING,
March 28, 1919.

Hon. N. W. ROWELL,
Chairman Parliamentary Committee on Pensions,
Ottawa, Can.

DEAR SIR,—I beg to advise you that this organization with over 800 members has placed itself on record as favouring bringing up the pensions of the widows of the British Reservists to the amount paid to the widows of the Canadian soldiers.

Yours very truly,

GORDON PHILIP.
Managing Secretary.

(5)

MINISTER OF THE INTERIOR,
OTTAWA, ONTARIO.
March 26, 1919.

DEAR Mr. ROWELL,—I submit for your consideration copy of a communication addressed to me.

Yours, very truly,

ARTHUR MEIGHEN.

Encl.

Hon. N. W. ROWELL,
Privy Council,
Ottawa.

Copy.

TO THE FEDERAL HOUSE COMMITTEE ON PENSIONS TO DISABLED SOLDIERS:

The newspapers report that a Committee of the G.W.V.A. have recommended that in the matter of pensions no distinction be made on account of rank. I am not acquainted with the full arguments supporting such a view, nor do I propose here to discuss the question at length, but to many people this request must come as a considerable surprise.

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Such a proposition, if adopted, might easily lead to far-reaching consequences. It would be only a step to the further demand that even while on active service there should be no distinction in pay on account of rank. Another step would abolish saluting in our Citizen Army, and following upon that is the question of whether any one should be compelled to obey orders from an officer of whom he did not approve.

It is surely a reasonable assumption that the higher the military rank the greater has been the military service rendered to the State. This may have been due to greater length of time in the service, greater opportunities, greater capabilities, or some other reason. Therefore, although I agree that for total disability the present sum of \$600 a year is grossly inadequate for any man at the present cost of living yet if the Government decides to grant a fair minimum I fail to see why any one should complain if the Government sees fit naturally to further reward those who have rendered greater military services.

I have myself just returned from overseas and have not as yet joined the G.W. V.A. or any other similar organization of returned soldiers. Neither are there any reasons of expediency to influence me to harmonize my professed views with those of the majority in the G.W.V.A. There must be a great many others who think as I do in this matter, but we have no official way of communicating our views to the Government, and this letter of protest is simply intended as a reminder that the recommendation of the G.W.V.A. in this matter does not meet with unanimous approval.

(6)

. GRAND ARMY OF CANADA,

HEADQUARTERS: 1 ELM STREET,

TORONTO, March 26, 1919.

SIR THOMAS WHITE,

Acting Prime Minister,

Parliament Buildings,

Ottawa, Ont.

HONOURABLE SIR,—I have the honor, by direction of my Executive, to enclose copy of Resolution passed in General Assembly, by the Grand Army of Canada.

Trusting this will have your serious consideration, I have the honour to be,

Yours respectfully,

W. J. CARMICHAEL, *Secretary,**Grand Army of Canada.*

GRAND ARMY OF CANADA,

HEADQUARTERS, 1 ELM STREET,

TORONTO, March 26, 1919.

We, the Grand Army of Canada, desire to go on record as expressing our absolute disapproval of the present system of pensions, inasmuch as,

(1) The pensions are small, and dictate a lower standard of living to the soldier and his family, notwithstanding that the soldier was given every assurance that he and his family would be a care of the State on enlisting.

(2) The pensions are given only to those who have a real disability and those who are handicapped in the competitive struggle for an existence, yet, notwithstanding this fact, immediately on the pensioner dying, his pension is cut off and his family deliberately left destitute, whereas it is an admitted fact that said family could save nothing out of the pensioner's pay which is designed merely to cover the victim's cost of living from day to day.

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(3) It is evident to us that it is the desire of those dictating the present system of pensions to force the mishapen victims of the present war into unprotected competition industrially with those who are physically fit; also, it is evident to us that this is the actuating principle with regard to the pensioner's family on his death, namely, that they should be driven out into the industrial field to compete for a living and lower the wages of labour.

(4) We want the assurance that when we do "go West", through illness or wounds, caused by active service, that our wives and children will be cared for by the grateful country in whose service we hurried to an early grave.

Mr. McCURDY: From what knowledge I have been able to gather from the correspondence which is daily being received from dissatisfied claimants for pensions it appears to me that the division of opinion, in many cases, between those claimants and the pension court is the result of the different views which they take as to the country's duty to the soldier and the difficulty I experienced in coming to a conclusion in reference to the matter is that I have not had an opportunity of seeing the surroundings that the various claimants are living in, which is necessary in order to enable me to get their point of view. I would like to suggest to the committee that it might be worthy of consideration that the Pensions Board be asked to send one or two of their visitors to this committee to give evidence with regard to that question and perhaps to tell us from their personal observation if the general complaint of insufficient pension or lack of consideration is wellfounded. These visitors spend all their time visiting claimants in their homes, and they might be able to present a point of view that we have not been able to obtain otherwise.

The CHAIRMAN: I think the suggestion is a good one, and we will ask the Pensions Board if they will send up one or two visitors.

Mr. POWER: Perhaps we would get a more general view if we had one visitor from Toronto and one from Montreal.

Mr. McCURDY: They go out into the remote parts of the country, and might be able to give us useful information.

The CHAIRMAN: I think the visitors of the Pensions Board would be able to give us information as to the possibility of the pensioners living on this fund, and how they get along.

Mr. NESBITT: As a matter of fact any of us who are in active life know as much as these people.

Hon. Mr. McCURDY: If we have the opportunities of observing.

Mr. NESBITT: You cannot get any visitor who knows as much about the wages earned and the way men live in our community as I do, not even if you raked all Ireland over with a fine tooth comb.

Mr. POWER: As a member of Parliament perhaps you would hear more complaints than the others.

Hon. Mr. McCURDY: Perhaps you hear only one side.

Mr. POWER: They certainly do not come to you and tell you they are pleased with their pensions.

Mr. NESBITT: No, but they come to tell me they are not pleased. I am perfectly willing to listen to any witness the committee desires to hear, but we have done nothing but listen to witnesses so far, and it is time we got down to business.

The CHAIRMAN: I would ask Mr. Archibald if he could get one or two of these visitors to appear before the committee.

Mr. ARCHIBALD: Yes, I can. We have good visitors all over. We have an extremely good one in Montreal.

The CHAIRMAN: Get us one from the city and one from the country.

Then we have a letter from J. Hatton, secretary-treasurer of the Great War Veterans' Association, of Canada. The letter reads:

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(7)

GREAT WAR VETERANS' ASSOCIATION OF CANADA.

Joseph Hatton, Secy.-Treas,
Box 365, Penetanguishene, Ont.
Penetanguishene Branch, March 27, 1919.

Honourable Sir T. WHITE, M.P.,
Acting Prime Minister,
Ottawa, Ont.

Sir:—

I have the honour by request of the above branch of the Gréat War Veterans' Association of Canada to forward the enclosed petition, trusting that you will give the several clauses your earnest consideration, and that you will also give the said Petition your wholehearted support.

On behalf of the above branch,

I remain yours truly,

(Sgd.) J. Hatton,
Secty.-Treas.

Penetanguishene Branch, March 25, 1919.

Whereas, under the present scale of pensions paid to ex-members of the C.E.F. the pension for total disablement is \$600 per annum, and whereas \$600 per annum is absolutely insufficient to provide any man with the necessities of life, therefore be it resolved that the Penetanguishene Branch of the Great War Veterans' Association do hereby petition the Federal Government to immediately increase the scale of pensions and provide for,—1st a total disability pension of \$1,000 per annum, exclusive of allowances for dependents, 2nd, pensions for partially disabled to be graded from \$1,000 per annum in accordance with degree of actual disability, 3rd, an immediate increase in pensions paid to widows and orphans, 4th, increase in allowance for wives up to \$200 per annum, 5th, immediate and total abolition of pre-existing disability clause, 6th, continuation of pension to pensioners undergoing vocational training, 7th, equalization of pensions for all ranks.

Also the extension of the war service gratuity to men who served in England and vocational training to boy soldiers, deportation of alien enemies and severe restrictions on aliens coming into this country.

Signed on behalf of the above branch,

President, S. Knowles,
Secretary, J. Hatton.

The CHAIRMAN: Mr. Nickle received the following letter from a soldier's widow:

(8)

"It is very hard to manage on the present rate of pension—take the price of coal and wood and the high rent into consideration, to say nothing of wearing apparel, insurance, school fees, etc., and groceries. Then again a widow has to pay more out, having no man around the house she must pay for everything being done, such as putting up the stovepipes, etc., and all kinds of chores around the house which formerly were done by the good man of the house. If a little were taken from the officers who never saw France and given to the dependents

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of the deceased privates in thinking of memorials, the best the men themselves would ask is that their dear ones be given a comfortable living, not a hand to mouth one. (Lest we forget.) The promise to the men was: We the (public or Government) will look after your dependents, and with that promise in their minds they fought and bled and died.

Yours truly,
A Soldier's Widow."

The CLERK OF THE COMMITTEE: I have received from the Department of Labour a table showing the average wages and wages per hour per week for unskilled labour in ten cities in Canada, 1913 to 1918 inclusive.

(See appendix to No. 9 of Proceedings of the Committee.)

I have received the following letter from the Deputy Minister of Labour:

(9)

Ottawa, April 1, 1919.

Dear Sir,—

I beg to acknowledge your letter of the 1st instant, requesting any information available on certain indicated lines as to the cost of living matters, and in reply would state that the officers in touch with the subject have been requested to prepare a memorandum which it is hoped may serve your purpose. I trust the memorandum will be ready to forward you in a few days.

Yours truly,
(Sgd.) F. A. Acland,
Deputy Minister of Labour.

V. Cloutier, Esq.,
Clerk of Committee on Pensions,
House of Commons,
Ottawa, Canada.

Mr. NICKLE: The Workmen's Compensation Act is worked out on the basis of a tax by employers on wages. If we were to ask the Secretary of that Board for a statement as to what the wages were in the province in the various trades, I think we could get some useful information. If the Chairman will authorize, I will write the letter.

The CHAIRMAN: It is a very good suggestion.

The CHAIRMAN: I asked the representatives of Messrs. Arthur Young and Company, the experts who were engaged by the Civil Service Commission in the work of re-classification, and who in the course of that work sent out certain questionnaires to ascertain the rate of wages paid for unskilled labour, to give me the result of their inquiry, which they have done in the form of a letter and statement. No names of firms are mentioned in the statement, but there is a code number indicating who they are. The letter is as follows:—

(Letter read.)

(10)

Ottawa, April 2, 1919.

The Hon. N. W. Rowell,
President of the Privy Council,
Ottawa.

Dear Mr. Rowell,—

In response to your request I am sending you a supplementary statement of the rates paid labourers by thirty-five representative Canadian employers. This differs from the one sent you originally in that it refers to the identity of

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the company by code only, thus making it possible to make full use of these figures. In addition we have shown at the beginning of the table figures representing the modes of the rates set up individually below. We have also pointed out that the mode represents the point at greatest density in a series of figures, thus making it the ideal average for this kind of statistics.

I am enclosing five copies.

Yours very truly,

ORGANIZATION BRANCH.

(Signed) P. H. MYERS,
Acting Chief of Staff.

LABOURERS.

Rates paid by thirty-five representative Canadian employers of labour, as reported in answer to a questionnaire sent out by the Department of Labour and compiled and collated by Arthur Young & Company, for the Civil Service Commission.

Position.	Modes.		Number of Replies.	
	Before War.	At present.	Before War.	At present.
	Min. Max.	Min. Max.	Min. Max.	Min. Max.
Labourer	18 22	33 37	26 30	28 32

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The mode represents the point of greatest density in a series of figures.

—	Public Utilities.	Before War.		At Present.	
		Min.	Max.	Min.	Max.
D- 1	British Columbia.....	27	30	40	45
D- 7	Ontario.....	25	27½	34	39
D- 8	Quebec.....	16½	22½	25	40
D-11	Manitoba.....	25	27½	35	37½
Chemical Works.					
G-16	Manitoba.....	\$10.00	.....	\$15.00	.....
G-16	Nova Scotia.....	52.00	\$56.33	73.66	\$78.00
G-13	Ontario.....	.19	.22	.33½	.37
G-15	Ontario.....	.22	.25	.35	.45
Woodwork.					
K- 6	Ontario.....	\$2.00	.....	\$3.00	.....
K- 4	Ontario.....	1.50	1.75	2.18	3.00
K- 9	Ontario.....	.20	.29	.30	.35
Machinery, Smelting, etc.					
L- 1	Ontario.....	16	20	34	35
L- 2	Quebec.....	17½	22½	30	35
L- 7	Quebec.....	15	25	30	38
Agricultural Implements.					
M- 9	Ontario.....	\$1.50	1.75	\$2.50	3.00
Automobiles and Car Works.					
N- 7	Ontario.....	17	17	35	35
N- 3	Ontario.....	.....	.....	.....	40
N- 8	Quebec.....	17½	17½	35	35
Leather Manufacturing and Rubber.					
P-11	Quebec.....	15	17½	.....	30
P-10	Quebec.....	1.50	1.85	2.00	2.25
P- 2	Quebec.....	.20	.25	.30	.35
Mining.					
S- 5	Quebec.....	1.50	1.75	3.10	3.25
S- 7	Ontario.....	2.00	2.00	3.60	3.50
Paper Pulp, etc.					
T- 5	Quebec.....	.....	.....	35	35
T- 4	Quebec.....	.....	.....	35	.....
T- 3	Quebec.....	.....	.....	30	.....
T- 7	Ontario.....	.....	17½	.....	38½
T- 1	Quebec.....	.....	1.70	.....	2.75
Food Packing Plants, etc.					
U-13	Ontario.....	.....	10.00	.....	16.00
U-15	Ontario.....	.....	1.50	.....	3.00
U-16	Ontario.....	1.60	1.80	2.60	3.40
Building Supplies.					
V- 3	Quebec.....	17½	20	37½	37½
V- 5	Ontario.....	30	35	37
V- 2	New Brunswick.....	1.50	2.00	2.00	3.00

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The CHAIRMAN: What other communications are there for the committee?

CLERK: I have a letter from Kenneth Archibald, Esquire, enclosing a classified report of disability and dependent pensioners which the committee on pensions asked for a short time ago. The disability pensioners are separated according to rank and class of disability and the dependents in accordance with the rank of the deceased soldiers. In all cases the monthly and yearly liability has been estimated.

The CHAIRMAN: The statement will go on the record.

(For Statistical Reports see appendix to No. 9 Copy of Evidence.)

Mr. D. C. Ross: Mr. Chairman, I desire to present a matter to the committee on behalf of Mr. Pardee who is unable to be here this morning being detained in court. It is a case which I have been unable to go into as thoroughly as I would have liked, as it has only just been placed in my hands. The case is that of George A. H. Richardson, of R.R. 1, Wyoming, Ontario, who was granted a pension on the 6th of May, 1916, by the Naval Pensions Board, and then he went overseas to France as a soldier. His pension has been reduced one-half to \$12.50 after going to France as a soldier and after having suffered the hardships of war and being there for several months. He is not satisfied, and does not seem to be able to get any satisfaction in regard to an injury to his arm which he sustained, which he claims is permanent, he also says that he is bothered with nephritis. Here is his letter which he sent to Mr Pardee: (Reads.)

(11)

F. F. PARDEE, M.P.
Sarnia,

R. R. 1, Wyoming, Ont.
4. 11. 18.

Sir,—Enclosed a communication received from Ottawa, Friday, and my answer to same. This paper reads as if there was now nothing wrong with my arm, and kidneys had cleared up and were now alright. I have just spent three days in bed and on Saturday it did not require a microscope nor any analysing to see blood in my water, a few drops following every time I pass any water. This is the third time this has occurred since I came home, and I know if I get a chill or a slight wetting, it will happen again. After our recent conversation on the phone I thought it better to send these to you. If you wish to suggest anything further regarding this matter, or wish to see me at any time, I would only be too pleased to come in to town.

Yours truly,

George A. H. Richardson.

Mr. Ross: Do you know anything about this case Mr. Archibald?

Mr. ARCHIBALD: No.

Mr. Ross: All I would ask on behalf of Mr. Pardee is that the matter be looked into most carefully. The man's number looks to be 845173, B.P.C. 9133. I think the man wants an operation for hernia, and I think he should be examined again by some independent authority in order to give him a fair chance. I do not see why the pension should be reduced anyway.

The CHAIRMAN: Mr. Archibald will have this matter looked into.

Lieut-Colonel J. W. MARGESON *called*.

The CHAIRMAN: Colonel Margeson is not here in his official capacity, he is here to-day as a Great War Veteran.

By Mr. Nickle:

Q. You are a member of the Great War Veterans' Association are you?—A. Yes.

Q. What is your office?—A. Vice-president of the Ottawa Branch.

[Lt.-Col. J. W. Margeson.]

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Q. I understand you want to present to this committee a report you made in reference to the existing pension regulations and certain suggestions pertaining to that?—A. Yes. The Ottawa branch of the Great War Veterans' Association organized a pension committee and we made a report to the branch on the 14th of January, 1919, which report we submitted to the Government.

Q. You were a member of that committee?—A. I was Chairman of the committee. The Government, or at least certain members of the Government spoke to me and said that the report had better be brought up before the pensions committee in order that it might be considered by them and the suggestions if worthy of acceptance might be incorporated in the report to be made by this committee to the House at this Session.

By Mr. Power:

Q. Does your committee's report differ in any way from the suggestions which were made by the Dominion Executive of the Great War Veteran's Association?—

A. Well, my report is more in detail. I have only had a synopsis of what they have recommended but I have not seen the evidence. But this committee has made certain specific recommendations even going down to the amount per annum which should be paid. We have a table prepared showing what we think each class should get per month, so that whether the table is right or wrong we tried to be practical in the suggestions we have to bring before you. The sub-committee on pensions of the Ottawa branch of the Great War Veterans' Association after carefully considering the existing pensions regulations have made the following recommendations.

1. That, in view of the strong feeling that erroneous awards have resulted and will continue to result from the practice of estimating percentages of disability and assessing pensions at the head office of the Board of Pension Commissioners by doctors who have not seen the soldier instead of at the district offices of that Board by doctors who have seen the soldier, additional sections to be known as 12A, 12B, 12C and 12D, be added to the existing pension regulations as follows:

12A. A temporary pension shall be awarded and paid as soon as possible after the discharge of the member of the forces concerned the percentage of disability being estimated by reference to the military medical documents of such member of the forces.

12B. Within a period of not more than four months after discharge the member of the forces to whom a temporary pension has been awarded in accordance with the preceding section shall be medically re-examined at one of the district offices of the commission and his pension shall be re-assessed and the percentage of his disability shall be estimated by the medical examiner attached to such office. The pensioner shall be informed by such medical examiner of the percentage of his disability and the amount and duration of the pension awarded to him, and, if required, shall explain to the pensioner the reasons for the award.

12C. With regard to all pensioners who may be required by the Commission to be medically re-examined in the future, their medical re-examination shall be held at one of the district offices of the commission and the provisions of the preceding paragraph shall be carried out at the time such re-examination is held.

12D. In the case in which a member of the forces is dissatisfied with the award made to him under clauses of 12B or 12C above he shall have the right to request a further medical re-examination at which his private physician may be present. Should the medical examiner and such physician disagree, the case shall be submitted to the commissioners whose decision shall be final.

[Lt.-Col. J. W. Margeson.]

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By Mr. Nesbitt:

Q. That is really what the regulations are now.—A. It was not when this recommendation was made.

Q. Perhaps it was not but it is now.—A. What we were trying to meet was the case where a man was brought before a medical board and, they thoroughly examine him but do not tell him just what was the matter with him, these documents came to Ottawa to be investigated and examined with the result that if the man's pension awarded was low he got the idea that somebody was trying to get the better of him.

By Mr. Redman:

Q. At present the board which examines him does not tell him the rate of his disability.—A. I think they should.

By Mr. Nesbitt:

Q. I understand they do.

Mr. POWER: Some of them do, but they are indiscreet in doing so, they are not supposed to.

By Mr. Redman:

Q. The Board which examines him is a military board which reports to the district officer who writes the man and tells him what his disability is, but the original board which examines him does not tell him what it is.—A. The Board in Canada under our recommendation would give him a temporary pension based on his medical examination made in England but within four months afterwards he has to come before the Board again and he is given his final pension according to what his disability is then. We submit that the man should be able to explain all his disability and that it should be explained to him the reason why he is only getting so much money so that he could have an opportunity to argue his case, and if he disagrees with the decision that he should be able to call in his own doctor to go over him as well as the medical board. If that were done 90 per cent of all the complaints with regard to pension so far as disability is concerned could be eliminated.

Mr. ARCHIBALD: We go farther than that now.

The CHAIRMAN: Since you prepared this report changes have been made in the regulation and in practice, which would bring it more nearly in line with your suggestions than was the procedure a few months ago.

By Mr. McGibbon:

Q. If I understand you correctly, you are going to have them all called in for re-examination?—A. Yes.

Q. I think that is a very important point, because the only ones who are re-examined now are those who put in a complaint; the other pensions go through as a matter of course, so that unless a man makes a complaint nothing more is ever heard of it, and there is, of course, dissatisfaction. Your suggestion is that the man should come up for re-examination before his pension is finally settled?

Mr. POWER: If I understand the law correctly, there is no such thing as a final pension.

Mr. ARCHIBALD: There is no pension ever settled as final.

The CHAIRMAN: I think perhaps we had better let Colonel Margeson make his statement before we discuss the merits of the case.

WITNESS: The point this association is trying to make is that the examination should be made, and that the man should be told in the district where he is examined

[Lt.-Col. J. W. Margeson.]

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just what is the matter with him, instead of having the documents come to Ottawa and the disability settled there. Our next suggestion is:—

“That in view of the increased cost of securing proper attendance and the sad condition of pensioners who are not only totally disabled, but are totally or partially helpless, section 14 of the existing pension regulations be amended by striking out the words ‘Three hundred dollars’ and replacing them by the words ‘Four hundred and fifty dollars.’”

By Mr. Nickle:

Q. You are raising the maximum allowance for totally disabled and helpless to \$450?—A. That is it; it costs so much now to get assistance to take care of these men.

By Mr. Ross:

Q. In some cases now the wife gets that allowance, would you increase it in all places?—A. If the wife does the work, I do not see why she should not get the money.

Mr. NICKLE: The allowance is paid to the man, and he can distribute it as he pleases; he does as he likes with it.

WITNESS: Our third suggestion is

“that in view of the increased cost of living, which particularly affects the married man (a) the additional allowances for a married member of the forces be fixed at three hundred dollars in cases of total disability and be graded from class to class as more fully shown in schedules ‘A’ and ‘B’ attached hereto and (b) the pensions for widows or dependent parents be increased to the equivalent of the pension of the disabled man in class 3 as more fully shown in pension schedules ‘C’ and ‘D’ attached hereto.”

I have worked it out as follows: The wife of a married member of the forces who is totally disabled now gets \$96 per annum, or \$8 per month, and we ask that she get \$25 a month, or \$300 a year. That is where, under the present regulations, the man and his wife get a total of \$696; a married man totally disabled without the helpless allowance under our recommendation would get \$900, made up of \$600 for himself and \$300 for his wife. Of course, if he were helpless he would get the helpless allowance for that disability in addition. And then we have worked it out as shown in schedule A: for instance, a woman whose husband is in class 1 would get \$300; if he were in class 2, she would get \$285; or in class 3, \$270, and down from that figure.

By Mr. Nickle:

Q. Many of the complaints we have had here are to the effect that the greatest inadequacy is where there is one child and the domestic establishment must be maintained. What is your judgment in regard to the pension allowed for a widow or a wife and one child under the scale you have developed?—A. You mean an orphan child?

Q. No, a man with a wife and one child.—A. Our suggestion, taking total disability as the basis we would give him \$600, and we would give the wife \$300, and the first child \$144, the second child \$120, the third child \$96 and the \$96 for each additional child.

Q. You think that is enough, do you; that is what I want to get at?—A. That would give \$1,044 for a man, his wife and one child. I do not say that is enough, but it is much better than the present rate, and fairly adequate.

By Mr. Nesbitt:

Q. But the complaint that we have frequently is in regard to the widow with one child.—A. I have her in a different category. A widow at the present moment gets \$480 a year—\$40 a month. We recommended that she be raised to \$540, giving her \$45 a month instead of \$40 as at present, and that the first child gets \$144, the second \$120, the third and subsequent children \$96.

[Lt.-Col. J. W. Margeson.]

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By Mr. Nickle:

Q. Take that case and analyze it a little. I am not critically attacking your suggestion, but representations have been made that where there is a single widow without children she can board, and very often work, and as a matter of fact does both, but where she has one child the whole situation is changed. She has to keep up a household to look after the child, and is deprived of the opportunity of working, and it is urged that the allowance for the first child should be very much increased?—A. The first is above the second child.

Q. Suppose the widow gets \$400, let us say that the first child shall get \$20 a month instead of \$12. I am using arbitrary figures.—A. At \$45 for the widow, that would give the widow and one child \$65 a month.

Q. Well put it at \$15 instead of \$12, or put it generally?—A. That would help her out a little more. There is no question about that.

Q. Do you think that \$12 a month for one child, as against the allowance for the widow with no children, is adequate to the burden cast upon the woman by having the one child.—A. That is \$3 a week.

Q. I want to take it in relation to the allowance to the widow that you suggest.—A. Well, of course, I would not say anything that would prevent the first child getting \$15, if you thought that was right, and perhaps the allowance of \$12 is a little inadequate in comparison, but as I understand it, you are fixing this allowance for the years to come, and we are now at the top notch, we hope, of high cost of living. I think a woman with one child, could live in the days to come fairly comfortably on the \$540, plus \$144 for one child, and I think, scattered throughout Canada, taking it from east to west, that that is a fairly adequate amount. There may be some sections where it costs a little more. The fourth suggestion of the committee is this: "That in view of the fact that the pensions payable to the lower ranks are greatly less than the pensions payable to the higher ranks, and that the army of Canada was in the main a citizen army, and in view of the fact that a pension of \$1,560 per annum should be sufficient to support a totally disabled man, his wife and family, or a pension of \$1,404 per annum should be sufficient to support a widow and her family, the maximum pension, and additional allowances (not including allowances for helplessness) payable to or in respect of any disabled member of the forces be not in excess of the amount of pension payable to a disabled lieutenant-colonel, and the maximum pension and additional allowances payable in respect of a deceased member of the forces be not in excess of the amount of pension payable to the widow of a lieutenant-colonel. The whole is more fully shown in Schedules A, B, C and D hereto attached.

At this point Hon. Mr. Rowell retired and Mr. Nickle took the chair.

By the Vice-Chairman:

Q. What does that mean?—A. In other words, this means to some extent equality of pensions. In the case of total disability a lieutenant-colonel in the militia to-day gets \$1,560. There is no allowance for his wife. We claim there should be none, and no pension should be higher than \$1,560. That should be the limit of pension to any person. It does not make any difference how many children there are, \$1,560 should be the limit for all ranks. Take a private totally disabled, if he gets \$600 and his wife \$300; that makes \$900, without allowances for the children or helpless allowance. In the province of Quebec, where they have more children than we have in some of the other provinces, it is possible for a private to get as much as a colonel. Under our suggestion \$1,560 is the limit for all ranks of the service. This is equality of pensions, at least so far as the maximum is concerned.

By Mr. Ross:

Q. Supposing a colonel were helpless, you would give him the other allowance?—A. Oh, yes, none of these exclude allowances for helplessness. That \$1,560 is the maximum disability pension that can be said, no matter how many children there are. The

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children's allowance will be the same for all ranks except that no allowances for children will be paid above the rank of major. Whatever you do, make the children's allowance, whether for disability or death, the same for all ranks, except that we submit that above the rank of major in the militia you should not give anything for the children at all. After a man passes the rank of major, give him no additional children's allowance because he would have his set rate of \$1,560 as shown in the schedule.

By Mr. Nesbitt:

Q. As a major?—A. As a colonel. That is the set rate above which he cannot go.

By the Vice-Chairman:

Q. Would you make any extra allowance for the children of lieutenant-colonels?—A. No. \$1,560 would be the limit.

By the Hon. Mr. Bédard:

Q. Even if he has five children?—A. Yes.

Q. Suppose he has not five children?—A. It will be the same. Whether he has none or many the lieutenant-colonel gets \$1,560. That is true to-day.

By the Vice-Chairman:

Q. No, the lieutenant-colonel has an allowance for each child above the \$1,560?—A. Well, that is new.

Q. No, that has always been in here.—A. Where do you get that?

Q. Here it is.—A. Well, we say cut his children out. Do not give the lieutenant-colonel more than \$1,560.

By Mr. Nesbitt:

Q. In other words you are going to even up on the maximum?—A. Yes. I have had experience in seeing pensioners from coast to coast. I made a pretty careful study of it in connection with separation allowance, and I believe this suggestion will solve nine-tenths of the difficulty.

Mr. McGIBBON: I do, too.

By the Vice-Chairman:

Q. How would you justify breaking what I may call the country's promise to pay the higher pension?—A. I do not think there is very much in the promise.

Q. Is there anything?—A. Not very much.

Q. Is there anything?—A. I think there is a little.

Q. Do you think we could afford to break that promise?—A. Only that the country never promised just what they were going to give as a pension. It is a matter for legislation, and we must deal fairly and generously by all.

Q. Do you think you could pull down the scale?—A. Yes.

By Sir Herbert Ames:

Q. The combined separation allowance and assigned pay amounts to about \$50?—A. For a private?

Q. Yes.—A. At the present moment it amounts to about \$45.

Q. Does a private assign \$15 or \$20?—A. He averages \$15.

Q. A good many assign \$20?—A. Some, but by no means the majority.

By Mr. McGibbon:

Q. What do you think of making a special class for what you might call totally incapacitated pensioners; for instance a man with all his limbs off, or bedridden for any cause or blind?—A. I would say as to that man "go the limit, give him the full amount, the \$450 helpless allowance" and then have a clause in the Act by which such a special case might be considered by the Governor in Council.

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Q. What I had thought was that instead of giving him an allowance it would be better to raise his pension.—A. I would submit that it would be pretty hard to put on paper just what he would get, because you would have so many difficulties to encounter, so many different conditions to consider in determining just exactly what amount should be determined to meet the case. I think in such cases it would be better to leave it for the Governor in Council to deal with as the merits of each might warrant.

Q. Of course you could very definitely ascertain how many cases of that kind we would have to deal with. For instance you can ascertain how many men have lost four limbs, or are bed-ridden for any cause, or how many are blind. Do you not think that in each of those cases the man would deserve special consideration?—A. They deserve more money there is no question of that, but the only question is as to the best method of dealing with the case.

Q. Would it not be better to provide for such cases definitely?—A. You might give a man in that case the limit, and then if there were other conditions which were not met by the amount specified in the regulations, there should be a provision in the Pension Act by which you could go farther in case of necessity.

Q. At present that is not as of right.—A. No, it is by Order in Council.

Q. But the man does not get it as a right but as a gift.—A. In cases where a special allowance of that kind is required the visitor who visits the home and who understands the circumstances of the case makes a special application for the allowance.

Q. My point is why not give it to a man as a right and not as a favour?—A. It would be alright under certain circumstances, but my experience is that in drafting Orders in Council or Acts of Parliament it is pretty hard to draft one that will cover everything; you may probably leave out something that you would like to put in. I think if you have a general provision authorizing special provisions in such cases it would work out alright. Such a case deserves the best the country can give.

By Mr. Redman:

Q. There will be amendments to the Act from time to time so that any changes which experience might suggest might be made.

Mr. MCGIBBON: It would make a better impression on the public mind if we could say that the total pension for a totally incapacitated man should be a certain amount whatever sum might be decided upon, including that for a man with four limbs off, or a man who was bed-ridden or blind.

The WITNESS: There would be in any event only a very few cases of that kind, and the question is whether those few cases could be better dealt with under the Act or as special cases under special provisions. We also submit the suggestion:

5. That section 7b of P.C. 1334 be cancelled.

We ask that that section of the present pension regulations be wiped out. The clause which we ask should be eliminated reads as follows:—

“7B. A pension shall be awarded for disability in accordance with the rank or acting rank of the member of the forces at the time the disability was incurred. No variation in rank after such disability was incurred shall affect any pension.”

We submit that if you are going to make any distinction as to ranks or rates of pension, that man's pension should be based on what his rank was at the time of his discharge, provided his rank was not lower than when pension was awarded. That is, if he happened to get disability when a private, and that fellow was game enough to stick to it until he became a lieutenant-colonel, you should go the limit with him and give him the pension of his rank at the time he was discharged. If you do not do that, you will be discouraging men who deserve to be encouraged.

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By Mr. Bonell:

Q. What about the man who was a major and reverted to lieutenant in order to get to France? There are many cases of that kind?—A. There should be special provision for men who reverted in order to get to France and their pension should be based on the rank held before reversion.

Q. But what about the men who had "acting" rank in France, who were majors whilst their previous rank was that of lieutenant? If you wipe out that clause there case is not covered?—A. We do not mean to wipe those men out.

Q. But you would do so if you wiped out that clause; that is the idea of that clause to protect those men?—A. We do not desire those men to lose by it, and the clause should be so amended that they will not. We wish to provide for the soldier getting promotion after disability.

By Mr. Nickle:

Q. Supposing a man got wounded as a lieutenant in a combatant battalion and transferred to a forestry battalion, and became a lieutenant-colonel and was then discharged, would you give him a higher pension?—A. Why not, if he were fit to hold that position?

By Mr. Ross:

Q. Are you not going to open the door to a lot of log-rolling?—A. No; it is all done, the war is over, and we are only dealing with the past. The points that I have raised so far are those contained in the report of the committee of the Great War Veterans' Association. In addition to those suggestions I would like to add a few more that I have in mind. Number one is "that pensions should not be withheld for pre-enlistment disability unless there is wilful concealment." I think that should apply to every one, whether they went overseas or not.

Mr. NICKLE: Section 7a provides:—

"No deduction shall be made from the pension of any member of the forces who has served in a theatre of actual war other than the United Kingdom on account of any disability or disabling condition existing prior to enlistment provided that the pre-enlistment disability or disabling condition had not been wilfully concealed by the said member of the forces or was not obviously apparent in the said member of the forces at the said time of enlistment. The words 'theatre of actual war' as used in this section and in section B shall mean any country in which Canadian naval or military forces are in contact with the enemy on land or in the case of naval forces in any navigable water."

A.—What we submit is this, Mr. Chairman, that if the man in good faith went into the forces, whether he went out of Canada or not—

By Mr. Nesbitt:

Q. Leave out that "in good faith."—A. At any rate, if he enlisted and did not wilfully conceal anything, that for a few months he went marching around doing his duty, and was then turned down as medically unfit, I do not think that man should suffer.

Q. But supposing on the other hand even if he did not have to wilfully conceal anything, and the doctors passed him and the man held on in order to get the \$1.10 a day knowing at the time he enlisted that he would never under any human possibility be able to go to the front.—A. If the doctor who is a public servant of the Government, passed such a man as that, in the condition as you have described, then the country should pay the bill, and the man should not suffer.

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By Mr. Ross:

Q. Why should the country pay that bill? What has that man suffered in the country's service that should entitle him to get a pension?—A. The man thought he was fit.

Q. Would you say that a man if he had seen service for three months in Canada and becomes absolutely disabled not on account of any military service, but just on account of nature, would you say that that man was entitled to a pension?—A. I would say that man was entitled to a pension, if he joined the service, wilfully concealing nothing, and he went into that service with the intention of serving his country, and was prevented from doing so by afterwards becoming incapacitated.

By Mr. Nickle:

Q. Would you go to the length of saying that if a man entered into the service with a disabling condition, not being in any way impaired by the service, if that disabling condition were not wilfully concealed, and that he was not any worse when he left the service than when he entered the service, should be given a pension.—A. I cannot grasp your conclusions.

Q. Supposing a man went into the service with one eye in a bad condition, he did not wilfully conceal it, but the doctor did not notice it and he comes out with that eye no worse than it was when he went in, do you say that he ought to get a pension?—A. The is almost fraud in a case like that.

By Mr. Lang:

Q. I had a concrete case which came under my observation. I had a man on the strength of my battalion for three months and had finally to discharge him as medically unfit. I notified the medical men of the other battalions that the man had been discharged for that reason and advised them not to take him on, but the very afternoon that I discharged him as medically unfit he was passed by a doctor who had just returned from France, as fit for another battalion; it just so happened that the man did not show any lameness on that day and he probably remained two or three years in that battalion drawing pay.—A. If he did, he probably rendered service during those two or three years in which he remained in the service.

Mr. NESBITT: The question is would you pension these men who were medically unfit when they entered the service. I have knowledge of one person who was what is called a mental defective, and everybody knew very well that he was in that condition; his family had to keep him and had to attend to him like a baby and all that sort of thing. He was taken on the strength of a battalion, and was sent to Camp Borden but was immediately sent back and he has been a charge on the country ever since because his family is absolutely without means. I know of another case of a man who has not been out of the hospital since he enlisted.

By Mr. McGibbon:

Q. Would you say that the country is not bound by the action of these medical men who take these men into the service. Remember that these fellows were paraded before a board of three to five officers, not only once, but three or four times before they got out of the country. I claim that when these men are accepted by medical boards appointed by the Government this country is bound by the decision in exactly the same way as an insurance company is bound by the action of their medical men in accepting risks.

By Mr. Nesbitt:

Q. I am only asking Colonel Margeson what he thinks about the pension.—A. I claim that when the doctor who was employed by the Government passed that man, the country had a right to keep him. If we enlisted those men, and they wilfully concealed nothing, well and good; if the doctor passed a man and he went into the service and was turned out either here or in England, the country should take care of him.

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By the Vice-Chairman:

Q. Although he was no worse on account of the service he had rendered?—A. That is right.

By Mr. Power:

Q. Would you not place a limit? Would you not say "we will give him a pension if he has served three months, and will not consider any previous disabilities".—A. A limit might be fixed.

Q. And with regard to anybody who served in France, there would be no such thing as taking into account previous disabilities?—A. No.

Hon. Mr. BÉLAND: That would be in line with the policy of insurance companies, that after so many years a policy cannot be annulled. Of course, after a doctor passed a man in good faith, if it was discovered afterwards that this man concealed something from the examining physician the position would be different.

Mr. MCGIBBON: Fraud of course being excepted. If he concealed something, the country is not responsible.

The WITNESS: The next statement I have to make is that in the pension to a widow we set a limit, as in the case of pension for disability. For example, supposing that you raised the widow without children to \$540 and run up the scale, when you reach the lieutenant-colonel, you get \$1,404, but let no one rise above \$1,404 whether there are children or not.

By Mr. Nesbitt:

Q. You said fifteen hundred and something?—A. That is for a disabled man, \$1,560. I am talking now of widows and children. \$1,404 under our submission is the limit, and no matter how many children the lieutenant-colonel may have left, \$1,404 is the limit. If the widow of a private is left with children, she can run from \$540, placing the children all on the same basis, at \$144, \$120 or \$96, or, as you say, it might be \$15 a month for the child, \$180. The principle is the same, no matter how you work it out, that no person gets above \$1,404. We set a maximum amount that can be paid. A private would have some trouble to get up to \$1,404, but you would not have much trouble with a lieutenant, or even a N.C.O.

By the Vice-Chairman:

Q. A private would not have very hard work getting up to that amount. As a private he would get \$600, his wife \$300, the first child \$154, the second \$120, and four more children at \$96 would bring it up to the maximum. Six children would bring it up to \$1,548.—A. Of course, in such a case as this the private would be dead and he could not therefore get the \$600. I am trying to point out that this is equality of pensions, at least so far as the maximum is concerned, and anyone above that comes down to \$1,404. The next point I wish to make is in regard to the classes of disabilities. They run down to class 20, nine per cent to five per cent, which gets pretty small. I submit that anyone who is below a twenty per cent disability should be classed at twenty per cent. The extra amount paid would not be very large.

By Mr. Power:

Q. That would do away with the \$2.50 a month.—A. Correct. If you do not agree that the minimum should be 20 per cent, put it 15 per cent, as in schedule attached.

By Mr. Nesbitt:

Q. What would you think of the suggestion to pay him a gratuity in place of the pension for anything below 10 per cent.—A. Well, it is on the same principle. Stop somewhere, but get rid of this thirty cents a month business.

The VICE-CHAIRMAN: I should like to say, for Mr. Margeson's information, that there are 15,000 under 20 per cent out of 32,000 privates pensioned.

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Mr. POWER: That is 15,000 dissatisfied men.

Mr. NESBITT: They are not all dissatisfied.

Mr. MCGIBBON: There is 90 per cent of the pensioners in this country drawing less than \$300. There is the crux of the whole dissatisfaction in this country. They run from that figure down to \$2.00 a month.

Mr. NESBITT: There is no doubt there have been some errors on the wrong side.

The WITNESS: In my opinion the hardships under the present Pension Regulations are, First, the disabled man who is married, with a family. Second, the widow with a family. And, Third, these soldiers who placed in these very low classes get such a pittance per month. I think you will find 95 per cent of all your cases of complaints are under these heads. I do not think there is much trouble with the totally disabled single man, except in a few cases. The trouble is with the totally disabled married man with children or with a wife. If you can increase the allowances to his wife and his children and cut out these small classes you will save a lot of trouble and render justice to a class who are in need.

By Mr. Redman:

Q. You have been travelling around Canada, meeting women in regard to separation allowances, and you would naturally see more of the married man's troubles on account of meeting them in the different cities.—A. Yes, I have been more closely in touch with the women of Canada than the men, but I know the men's difficulties as well. To sum up—

(a) Set a limit to the amount to be paid as pension both for death and disability, the limit to be the pension payable to a lieutenant-colonel.

(b) Increase the allowances to a wife of a disabled soldier up to the rank of major from \$96 per month to \$300 per month.

(c) Increase pension to a widow from \$480 per year to at least \$540 per year and if necessary to \$600 per year.

(d) Increase pension to the first child up to the rank of major if necessary from \$12 per month to \$15 per month.

(e) The allowance to dependent parents may be less than the amounts payable to a widow but not to exceed them.

(f) The allowance to dependent brothers and sisters may be less than the amounts payable to children but shall not exceed them.

(g) Any disability below 15 per cent to be classed as 15 per cent.

(h) Increase helpless allowance and provide for special cases.

The rates asked for are partially set out in the attached schedule.

(For Schedules, see pages 218-222.)

Sir HERBERT AMES called.

By the Vice-Chairman:

Q. You are Honorary Secretary of the Canadian Patriotic Fund are you not?—A. I am.

Q. And, as such, you have certain information as regards the number of Reservists widows in Canada who are getting allowances all over the country in augmentation of the Government pay?—A. I might say that this information was prepared some little time ago, and while I believe it to be approximately correct it should be subject to official checking. When the war broke out one of the first problems we had to deal with in connection with the Patriotic Fund was the relief of the wives and families of Reservists. I think, as far as the British Reservists were concerned, they were the first cases of extreme hardship that we met. Subsequently we found that the Reser-

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visits to France, Belgium and Italy that were in Canada were called to join the forces of those countries, and that the responsibility of looking after the wives and children of these men depended very largely upon some organization undertaking that duty because the pay of the French, Belgian and Italian soldier was so small that he could send back almost nothing for the support of his family. So, as an act of international good-will, and also out of sympathy for these wives and children who were here, and who in many cases were Canadian born; (they had married British, French, Belgian and Italian husbands) we took them in on the Patriotic Fund and dealt with them in just the same way as we dealt with our own Canadians, and we have cared for probably 750 to 1,000 families of French, Belgian and Italian families for four and a half years, and of several thousand English Reservists' families during the same period of time.

Now Canadian Patriotic Fund was organized as an emergent undertaking. Our charter distinctly specifies that we exist during the war, and a clause in the charter says that when the work for which we were incorporated is concluded, *ipso facto*, the corporation becomes dissolved. Now we are looking forward to the time in the not very distant future when we will cease our operations. As the men come home and are discharged and join their families, we have no further responsibility for them. In the case of the Canadian soldier when the man returns if he is disabled he receives a Canadian disablement allowance which is adequate; if the breadwinner has been killed his widow receives a Canadian pension; if the man comes back in full health steps are taken to reinstate him in civil life. But in the case of the widows of the British Reservists, the widows of French Reservists, and the widows of Belgian Reservists, we see no alternative before them except starvation when the Canadian Patriotic Fund goes out of business, on account of the meagreness of the pensions which they receive. For example, the widow of a British Reservist, if her husband is killed, gets \$14.47 a month, while if her sister is married to a Canadian soldier, and lives next door, she gets \$40, the difference being \$25.53. In the case of a widow with one child she gets \$19.72, as compared with \$52 which the widow of a Canadian soldier would get, making a difference of \$32.28. In the case of a widow of a British Reservist with two children the difference is \$37.90 and in the case of a widow with three children the difference would be \$42.40; in that case the widow of a Canadian soldier would be getting \$70 as against \$27.60, which the widow of a British Reservist would receive. Now, in many cases, Gentlemen, these women who had married British and French and Belgian Reservists were Canadian women; in practically every case these men had come to Canada expecting to remain here, they are Canadian citizens, just as much so as any of the rest of us. They are comparatively few in number and my belief is that we cannot afford to neglect them; there is only one of two courses now open: either to have the widows and children of the British Reservists remain in Canada and starve, or to send them back to England, unless you make some other provision for them. It is estimated that there are about 300 Imperial widows—

By Mr. Nesbitt:

Q. What about the Italians and Belgians?—A. Of the Italians and Belgians I have communications from the consuls of those countries making estimates of from 100 to 150 widows. I think 150 would be the maximum we would have to take care of for the three, the French, the Belgian and the Italian. Of course I am only pleading for the widow whose husband has been killed and who is living in Canada. If you take 300 imperial widows at \$400 per annum that would involve an annual expenditure of \$120,000. For the French, Belgian and Italian widows you would have to add about \$5 more per month than to the imperial widows so that it would bring them up to about \$73,000 for 150 of them or \$46,000 for 100 of them so that I suppose between \$175,000 and \$200,000 a year would take care of all the dependents of all these four classes, British, French, Belgian and Italian.

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By Mr. Redman:

Q. Do you think they are all discovered yet?—A. I believe they are all discovered by this time because, in the calculations we have, the missing have been included as dead.

By Mr. Hugh Clark:

Q. What is the balance left in the Patriotic Fund?—A. The Patriotic Fund is to have its quarterly meeting a week from to-day and the treasurer is now making up the books including the receipts which have come in up to the 31st of March. I would not like to give a definite figure, but the present surpluses probably between \$7,000,000 to \$8,000,000. We have been spending as high as \$950,000 a month, but the outgo is now down to \$750,000 a month, and our expenditure is falling off approximately 10 per cent a month. We feel that the amount of money we have on hand is ample to carry us through till we have fulfilled all the obligations which our charter imposes upon us; we are not asking any further contributions from anybody.

By Mr. Power:

Q. Somebody, Major Todd I think it was, or perhaps it was Professor Tait, suggested that should the pensioners return to their own country where the standard of living was lower than it is in Canada, we should diminish their pensions accordingly or cut them off altogether.—A. I would cut them off altogether. We consider these families are very desirable citizens in this country; the children of men who have fought in the British Imperial forces are our own people and the children of the French reservists who went to France to die for their country, those children and women are the best kind of stock we can keep in the country, but if they insist upon going back to their own country for personal reasons of their own I would not give a pension to them. But I would like them, while they remain in Canada to get that pension. In all probability the British pension will be somewhat increased, and I am informed by the Belgian and the French Consuls that they expect the pension for the widows of the reservists of those nations will be about \$200 a year. But even with that increase you can see for yourself what it will mean if the French and Belgian widows try to live in Canada on \$200 a year which, I believe, is the maximum that can be expected from those two countries.

By Mr. Hugh Clark:

A. So long as your Patriotic Fund lasts might not the care of these widows be a charge against it?—A. One problem in connection with the Patriotic Fund that is demanding and is getting very serious attention at the present time is the disposal of the residual cases that will be left on our hands, in any event, when the work ends. We are anxious to dispose of these residual cases, and we feel that if the Government of Canada will undertake to provide for the widows of the Imperial, the French, the Belgian, and the Italian soldiers, that will to a very considerable extent reduce our problem. We have not yet decided what use would be made of any surplus that we might have when our work is through. But I do not think it would be a very satisfactory way to leave these Imperial widows and the widows of our Allies dependent upon charity after the war is over. This is the time for settling the whole question of pensions, and this should be, in my judgment, the time when that matter should be considered and dealt with.

Q. The only thing is that it is better not to have a surplus on hand that you would not know what to do with. After the South African war the patriotic organizations had a surplus of \$75,000 that was available when this war broke out. There is no necessity for having any surplus at all after all the legitimate demands have been provided for and the business is closed up?—A. The Repatriation Committee have been exercising themselves very much of late with the problem of supplying social service for soldiers' families after the war. But there will always be hard cases,

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there will always be ex-soldiers' families in want and suffering in Canada that cannot be reached by the ordinary military pensions. Now, whatever the Patriotic Fund has at its disposal at the end of its career might be legitimately utilized towards the alleviation, in a quiet and confidential way, of the needs of soldiers' families, such as may exist. There will be a residual of cases, anyway, in Canada that you cannot possibly meet by any legislation. But I do not think that the Patriotic Fund balance will be sufficient, when invested (because it would have to be invested and the income only used to carry on this work permanently), to stand the charge of giving continuous payments to the widows of Imperial, French, Belgian, and Italian reservists. That seems to me to be a legitimate charge on the Dominion Government, inasmuch as these people are residents of Canada; the men, their husbands, were citizens of Canada before they left, and they would have come back to Canada if they had returned from the war. I may also say, so far as the Patriotic Fund is concerned, that the French and Belgians contributed very generously to the extent of their means.

Mr. REDMAN: You speak of those who will be left on your hands when the Patriotic Fund ceases, omitting those British and allied reservists. Will they have any other possible relief?

Sir HERBERT AMES: I anticipate that every branch of the Canadian Patriotic Fund, which has been caring for a considerable number of families, will find left on its hands at the end of the period some residual cases which it cannot very well drop.

Mr. REDMAN: They will be pensioned.

Sir HERBERT AMES: No, there will be cases which you cannot pension. Of course, it would be a simple thing for the Patriotic Fund to say that these people should be cast upon the rates, just like any other poor. I do not feel, however, that the soldier's family should be exposed to the possibility of sinking to the lowest level and of being dealt with in the same way as the down-and-outs of all classes.

Mr. REDMAN: If they get a pension, why should they be in that position?

Sir HERBERT AMES: There are cases which you cannot pension. Let me give you one case, in point. The other day, a soldier and his family returned to Canada on two different steamers. They had been together in England. It was understood, that the soldier was to go to Brantford to be discharged and to make a home for his wife, and she was to join him in Brantford. She had five children. She arrived at St. John. We communicated with Brantford, but while she was going from St. John to Brantford, the husband disappeared, and the woman arrived in Brantford with her five small children. The Patriotic Fund, of course, took up her case. It was quite irregular to do so, because we are not expected to deal with the family of a discharged soldier, but is there any one to take care of such a case? There are cases, for example, where an ex-soldier falls seriously ill for a time, though his illness is not traceable to service. Still, that man was a soldier, and while he was gone the wife did her patriotic duty. She naturally comes to the Patriotic Fund. We say, "We are sorry, but the Patriotic Fund is closed up, and your husband is a discharged man." Well, there is nothing left for her but to fall back on ordinary charity. We have not worked out the problem yet, and therefore I am not prepared to make a statement in the nature of evidence; but we will probably work out some plan by which the residue of the Patriotic Fund will be invested in Government bonds and at interest, and the income will be available for the kind of assistance that we have been giving for the last four and a half years.

Mr. NESBITT: That is for isolated cases of that kind?

Sir HERBERT AMES: For isolated cases of that kind. I think our funds would be completely exhausted if we had to take on the dependents of Imperialists and the Allies.

I was also asked to give evidence regarding the relative cost of living in the various provinces as indicated by the figures of the Patriotic Fund. We found that many of the soldiers assigned fifteen dollars, and many twenty dollars to their families.

[Sir Herbert B. Ames.]

9-10 GEORGE V, A. 1919

We have always endeavoured to secure the twenty dollars assignment, and the twenty dollars assignment has been pretty general. I think it would be fair to say that the average assignment is about seventeen dollars.

By the Vice-Chairman:

Q. That is what the husband assigns?—A. Yes, for the support of his wife and family. The family would get a separation allowance of thirty dollars a month with the seventeen dollars of assigned pay. Our average payment in the month of January, 1919, was \$18.11 per family, so that you may say that the average family, a woman with two children, one going to school, and one at home, which is the typical Canadian Patriotic Fund family, would be in receipt from all sources of \$65 a month, or \$780 a year. That represents what a woman, with an absent husband, but with one child of eight and another of three, is living on. Taking the provinces as a whole, there is not very much difference in the cost of living. I may say, however, that you could divide them into three areas. The cost of living is lower in the Maritime Provinces than elsewhere. The cost of living in Ontario and Quebec, and in fact, east of the Rocky Mountains, is pretty nearly the same; while the cost of living in British Columbia is slightly higher than in any other part of Canada. This is shown by the average supplementary amounts. The size of the family does not vary very much; it runs generally from two and three-quarters to three. If we take the amount of assistance that we give, starting from the east and going west, we find that in Prince Edward Island we pay on an average only \$10.62 a month; so that in Prince Edward Island the soldier's family would get \$57.62. In Nova Scotia, which is the next lowest, the average amount of our grant is \$12.70; in New Brunswick it is \$14.50. In the Province of Quebec it is \$18.85. In Ontario it is \$15.68. The reason for this latter difference is that in Quebec almost all the soldiers' families are located in the cities of Montreal, Quebec and Sherbrooke, while in Ontario, the soldiers' families are scattered throughout every part of the province. In the rural sections the average monthly assistance does not amount to more than \$13 or \$14. In Toronto, for example, the average is \$16.12; in Montreal it is \$19.83. The average family is somewhat larger in Montreal, being 3.3, while in Toronto it is 2.58. The average family in Toronto is about the smallest we have. In the City of Quebec the average monthly assistance per family is \$17.09. If we take the rural sections, for example, in Oxford County, our average monthly assistance is \$14.81. Take a rural county like Huron; there it is \$13.96. In Lambton County it is \$12.89. I could give you the figures for every county and every town. Going from Ontario, where the average monthly assistance per family for the entire province is \$15.68, and from Quebec where it is \$18.85, we come to Manitoba. I have not the figures for Manitoba because that province has an independent organization, but the average monthly assistance per family there is about the same as in Saskatchewan where it is \$22.50. In Alberta south it is \$24.71, in Alberta north, \$22.43; in Greater Vancouver \$24.52; in Victoria city, \$25.40. In British Columbia (Provincial points) it is \$25.63. In other words, we have to pay a family in British Columbia more than twice the amount we have to pay in Prince Edward Island, almost two and a half times as much.

By Mr. Redman:

Q. That is on the basis for separation allowance and assigned pay of \$45?—A. We estimate it at \$47. About \$17 represents the average assigned pay per family. Taking Canada as a whole, the income of a woman with two children, that is including her separation allowance and assigned pay, comes to, on the average \$65 a month.

By the Vice-Chairman:

Q. What does the pension come to?—A. I cannot give you evidence about pensions.

The VICE-CHAIRMAN: The pension amounts to \$62 a month, that is, for a woman with two children.

[Sir Herbert B. Ames.]

APPENDIX No. 3

Mr. NESBITT: That is at the present time.

The VICE-CHAIRMAN: At the present time.

Sir HERBERT AMES: I may say further that the Patriotic Fund has found it necessary from time to time to increase its rates, and that we are today paying in many parts of Canada from thirty to forty per cent more than we paid in the earlier part of the war.

By Mr. Redman:

Q. You have had visitors in the homes. From what your visitors have found, could you tell us something as to the degree of comfort enjoyed by the soldiers' families under your rates?—A. Some frugal women have saved considerable money. We have some women who have \$200 or \$300 in the banks, representing three or four years' savings. We have also women, under exactly the same conditions, and in the same neighbourhood who find it impossible to make ends meet.

Mr. NESBITT: And who get into debt.

Sir HERBERT AMES: And get into debt. Our rates are not generous, but I think they are reasonable. We have never erred on the side of giving too much to the soldiers' dependents, I was going to say that you would not err in staying as high as we have gone, and you might err in going lower than we have gone, because our rates have kept pretty close to the line of decent living. We do not allow much for luxuries.

By the Vice-Chairman:

Q. Did you vary your rates according to the cost of living?—A. Yes, we raised our rates several times since the beginning of the war, usually, however, by comparatively small steps. In that way, our rates today are probably thirty-five or forty per cent higher than they were at the beginning of the war. Of course, it must be remembered that at the same time that the Government has added ten dollars to the Separation Allowance, so that the rise in our rates only took up a portion of the increased cost.

By Mr. Redman:

Q. Is it true that you make supplementary payments to families in case of sickness?—A. Yes, we keep our families, most of them, so close to the line of decent living that, with a comparatively few notable exceptions, they do not accumulate. Consequently, if a woman undergoes an operation, or a child has to go to hospital, or there is a death in the family, she comes to the Patriotic Fund for what we call a "compassionate allowance", we also make what we call broken period payments. Out of the total disbursements of January, 1919, \$27,673 went in broken period payments. The operating expenses of the Canadian Patriotic Fund since the beginning have been covered by bank interest earned. We have never encroached upon the fund's capital for current expenses.

Q. You say there is nothing in the \$65 allowance for emergencies?—A. No, it does not cover emergencies. We feel that if a woman is confronted with an emergency she has only to apply to the Fund, and if she has a good case she will get a compassionate allowance.

By the Vice-Chairman:

Q. You regard it as a minimum for subsistence?—A. We always speak of it as an amount which brings the woman up to the standard of decent subsistence.

By Mr. Redman:

Q. Have you discussed it in terms of clothes and food?—A. No, we discussed it more in terms of locality. We find considerable variation in different localities. Take a rural part of Ontario, like Hastings county, for example; at that point we would only pay an average of \$11.20 per family, while up at Cobalt we would pay \$20.15.

[Sir Herbert B. Ames.]

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By Mr. Power:

Q. Where is it lowest?—A. In Prince Edward Island. There it is \$10.62; that is an average per individual for a family unit of three of \$3.54. That is the lowest.

By Mr. Redman:

Q. You must have had a basis on which to work out these figures, and you would get it from the clothes, food, etc., required in each locality?—A. No, we did not work it out quite in that way. We submitted to each branch a scale, so much for a young woman without children, living with friends, and so much for a woman trying to keep up an established home. So much for the widowed mother, and so much for a woman with one child between certain ages, between the ages of 10 and 15; so much for the child between 5 and 10, and so much for the child under 5. That schedule was submitted to each branch, and they were told that was the average schedule for Canada. Then they were told that if living was more expensive in their locality it could be scaled up, on consultation and approval by head office, but if living was less expensive than the average, they would be expected to scale down, and I think our branches very conscientiously scaled up and down. So that there is really a rate for every area.

Q. The Pensions Board is not allowed to make such differences, but have simply to take something that is handed to them and act according to that?—Any pension you can fix in Canada will be too much for some localities and too little for others.

Mr. NESBITT: We have to give Sir Herbert Ames and the Patriotic Association credit for handling a difficult situation very admirably since the war started.

The VICE-CHAIRMAN: They had a great organization, and in every locality they had capable people who carried it out.

Mr. NESBITT: And nobody could deceive them very well.

The WITNESS: We have been exceedingly fortunate in the volunteer service we have been able to secure in Canada. In the days when people are inclined to criticize it is well to remember that there were thousands of Canadian men and women who gave their services unsolicited and unpaid for, in the trying times of war. There are two things of which we are very proud: the first is that our operating expenses have never impaired our capital, and secondly that we have never had a dollar stolen, or a single agent who, to our knowledge, ever misrepresented or fraudulently diverted a single dollar of our funds.

By Mr. Power:

Q. Were any frauds perpetrated upon you?—A. A good many tried to get money that they were not entitled to.

Q. Did any get it?—A. A few got money that they were not entitled to, but there was good faith on the part of all those concerned in the administration of the fund. These people rarely got money they were not entitled to more than once.

Q. You never asked anybody to refund the money?—A. We do not lend money, as a rule. We arrange now to meet every boat that comes from overseas, with a representative of the Fund, who stands ready to give money to any soldiers family arriving in Canada without enough money to comfortably get to their destination, or who have need of clothing, etc.

The CHAIRMAN: These tables will be printed in our proceedings.

The committee adjourned until Tuesday next.

APPENDIX No. 3

DEPARTMENT OF LABOUR.

STATISTICS, statements, tables, etc., submitted to the Special Committee on Pensions and Pension Regulations, in connection with the evidence given by Mr. Bryce M. Stewart, Department of Labour, Mr. Kenneth Archibald, Board of Pension Commissioners for Canada, Lt.-Col. J. W. Margeson, vice-president of the Ottawa Branch, G.W.V.A. of Canada, and Sir Herbert B. Ames, honorary secretary of the Canadian Patriotic Fund.

TABLE of Average Wages per hour and hours per week for Unskilled Labour, in 10 Cities of Canada: 1913-1918 inclusive.

Trade.	1913.		1914.		1915.		1916.		1917.		1918.	
	Average Wages.	Average Hours.	Average Wages.	Average Hours.	Average Wages.	Average Hours.	Average Wages.	Average Hours.	Average Wages.	Average Hours.	Average Wages.	Average Hours.
	cts.		cts.		cts.		cts.		cts.		cts.	
Builders Labourers.....	28·9	52·6	28·4	53·2	28·1	53·2	29·4	53·2	32·0	53·2	37·7	53·7
Civic Labourers.....	24·5	54·9	25·8	54·8	25·7	54·8	25·5	54·8	26·2	54·8	28·6	54·8
Longshoremen.....	32·0	50·0	32·0	50·0	32·3	50·0	36·2	50·0	36·2	58·3	40·4	58·3
Teamsters.....	23·4	58·5	23·4	58·5	23·4	58·5	23·7	58·5	32·6	56·0	37·3	56·0
Maintenance-of-Way.....	19·0	60·0	19·0	60·0	19·0	60·0	19·0	60·0	21·3	60·0	26·7	48·0

WAGES and Hours for Unskilled Labour.

Trade.	City.	1913.		1914.		1915.		1916.		1917.		1918.	
		Rate per Hour.	Hours per Week.	Rate per Hour.	Hours per Week.	Rate per Hour.	Hours per Week.	Rate per Hour.	Hours per Week.	Rate per Hour.	Hours per Week.	Rate per Hour.	Hours per Week.
Builders Labourers.....	Vancouver.....	39	48	39	54	39	54	39	54	40	54	40	54
	Calgary.....	35	48	35	48	35	48	35	48	40	48	40	48
	Regina.....	32½	60	27½	60	25	60	27½	60	30	60	40	60
	Winnipeg.....	25	60	22½	60	22½	60	25	60	35	60	40	60
	Toronto.....	30	44	30	44	30	44	35	44	40	44	45	54
	Hamilton.....	30	44	30	44	30	44	30	44	40	44	45	44
	Montreal.....	30	54	30	54	30	54	30	54	30	54	35	55
	Quebec.....	20	60	20	60	22½	60	22½	60	22½	60	25	54
	St. John.....	22½	54	22½	54	22½	54	25	54	28	54	30	54
	Halifax.....	25	54	25	54	25	54	25	54	25	54	40	54
	Vancouver.....	27½	44	37½	44	31½	44	31½	44	31½	44	31½	44
	Calgary.....	30	54	30	54	30	54	30	54	30	54	30	54
Civic Labourers.....	Regina.....	30	60	30	60	25	60	25	60	25	60	25	60
	Winnipeg.....	27½	54	27½	54	27½	54	27½	54	30	54	30	54
	Toronto.....	25	54	28	54	28	54	28	54	33½	54	33½	54
	Hamilton.....	25	55	25	54	25	54	25	54	25	54	35	54
	Montreal.....	22½	60	22½	60	25	60	25	60	25	60	27	60
	Quebec.....	20	60	20	60	20	60	22½	60	22½	60	25	60
	St. John.....	20	54	20	54	20	54	20	54	20	54	28	54
	Halifax.....	18	54	18	54	18	54	22	54	22	54	22	54
	Victoria.....	45	60	45	60	45	60	50	60	50	65	60	65
	Collingwood.....	30	60	30	60	30	60	35	60	35	60	35	60
	Hamilton.....	30	60	30	60	30	60	30	60	30	60	30	60
	Montreal.....	30	60	30	60	35	60	35	60	35	60	40	60
Longshoremen.....	Quebec.....	30	60	30	60	30	60	37½	60	37½	60	37½	60
	Halifax.....	28	60	28	60	28	60	30	60	30	60	30	60
	Vancouver.....	36	54	36	54	36	54	36	54	37	54	37	54
	Calgary.....	25	60	25	60	25	60	25	60	25	60	25	60
	Regina.....	22½	60	25	60	25	60	25	60	25	60	25	60
	Winnipeg.....	25	60	25	60	25	60	25	60	30	60	30	60
	Toronto.....	21	54	21	54	21	54	21	54	31	54	45	54
	Hamilton.....	20	60	20	60	20	60	20	60	20	60	20	60
	Montreal.....	20	60	17½	60	17½	60	20	60	20	60	50	48
	Hull.....	18	60	18	60	18	60	18	60	18	60	18	60
Teamsters.....	Vancouver.....	39	48	39	54	39	54	39	54	40	54	40	54
	Calgary.....	35	48	35	48	35	48	35	48	40	48	40	48
	Regina.....	32½	60	27½	60	25	60	27½	60	30	60	40	60
	Winnipeg.....	25	60	22½	60	22½	60	25	60	35	60	40	60
	Toronto.....	30	44	30	44	30	44	35	44	40	44	45	54
	Hamilton.....	30	44	30	44	30	44	30	44	40	44	45	44
	Montreal.....	30	54	30	54	30	54	30	54	30	54	35	55
	Quebec.....	20	60	20	60	22½	60	22½	60	22½	60	25	54
	St. John.....	22½	54	22½	54	22½	54	25	54	28	54	30	54
	Halifax.....	25	54	25	54	25	54	25	54	25	54	40	54
	Vancouver.....	27½	44	37½	44	31½	44	31½	44	31½	44	31½	44
	Calgary.....	30	54	30	54	30	54	30	54	30	54	30	54
	Regina.....	30	60	30	60	25	60	25	60	25	60	25	60

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Maintenance-of-Way—C.P.R.	20½	60	20½	60	20½	60	20½	60	22½	60	29	48
Vancouver	20½	60	20½	60	20½	60	20½	60	22½	60	29	48
Calgary	20½	60	20½	60	20½	60	20½	60	22½	60	29	48
Regina	20½	60	20½	60	20½	60	20½	60	22½	60	29	48
Winnipeg	20½	60	20½	60	20½	60	20½	60	22½	60	29	48
Toronto	18	60	18	60	18	60	18	60	20½	60	25	48
Hamilton	18	60	18	60	18	60	18	60	20½	60	25	48
Montreal	18	60	18	60	18	60	18	60	20½	60	25	48
Quebec	18	60	18	60	18	60	18	60	20½	60	25	48
St. John	18	60	18	60	18	60	18	60	20½	60	25	48
Halifax	18	60	18	60	18	60	18	60	20½	60	25	48

9-10 GEORGE V, A. 1919

BOARD OF PENSION COMMISSIONERS FOR CANADA.

STATISTICAL REPORT.

Showing the net number of Disability and Dependent Pensions in force on December 31, 1918, under all classes and ranks, and the monthly and yearly liability on each class. Submitted by the Board of Pension Commissioners for Canada.

SUMMARY.

DISABILITIES.

Rank.	Pensioners	Wives.	Children.	Special Allowance.	Monthly Liabilities.	Yearly Liabilities.
					\$ cts.	\$ cts.
Ptes.....	32,371	11,289	17,259	150	464,622 18	5,575,466 00
Sgts.....	2,672	1,337	2,147	5	39,377 43	472,529 46
R. S. M.....	65	45	69		1,528 42	18,341 10
W. O.....	33	25	46		734 29	8,811 50
Lieuts.....	700	233	229		13,250 82	159,009 80
Cpts.....	255		136	1	5,626 97	67,524 00
Majors.....	97		104		2,772 50	33,270 00
Lt.-Cols.....	17		11		498 00	5,976 00
Cols.....	3		6		404 37	4,852 50
	36,213	12,929	20,007	156	528,814 98	6,345,780 36

*22 Nursing Sisters included.

DEPENDENTS.

Rank.	No.	Monthly Liabilities.	Yearly Liabilities.
		\$ cts.	\$ cts.
Widows.....	9,853	417,123 50	5,005,482 00
Widow Mothers.....	4,351	174,337 50	2,092,050 00
Fathers.....	653	26,136 00	313,632 00
Children.....	(*15,697)	126,236 33	1,514,836 00
Orphan children.....	608	9,728 00	116,736 00
Brothers and sisters.....	104	832 00	9,984 00
	15,569	754,393 33	9,052,720 00

*Not included in total dependents.

APPENDIX No. 3

RANK—PRIVATE.

Class.	Pensioners.	Wives.	Children.	Monthly Rate.	Yearly Rate.	Special Allowance.	Yearly Rate.
				\$ cts.	\$ cts.		\$ cts.
1.....	766	210	367	43,723 25	524,679 00	43	10,023 00
2.....	10	6	10	582 60	6,991 20		
3.....	23	19	31	993 97	11,927 60		
4.....	13		9	441 25	5,295 00		
5.....	191	50	81	7,298 08	87,577 00	1	250 00
6.....	761			29,878 42	358,541 00	1	350 00
7.....	230	55	44	8,645 73	103,748 80	1	10 80
8.....	284	69	65	9,995 05	119,940 60		
9.....	719	204	351	24,697 70	296,372 40	2	500 00
10.....	87	22	29	2,659 72	31,916 60		
11.....	1,563	644	469	44,230 17	530,762 00	3	650 00
12.....	243	83	117	6,289 50	75,474 00		
13.....	1,934	674	1,030	44,993 60	539,923 20	1	441 60
14.....	596	217	157	11,586 27	139,035 20		
15.....	1,500	567	659	25,826 77	309,921 20	1	170 00
16.....	2,480	858	1,330	36,199 50	434,394 00	5	1,892 00
17.....	5,808	2,246	3,399	68,537 50	822,450 00	4	990 00
18.....	4,614	1,748	2,555	42,217 53	506,610 40		
19.....	8,043	3,129	4,746	48,720 80	584,649 60	43	15,099 20
20.....	2,501	668	1,630	7,104 77	85,257 20	45	15,650 00
	32,371	11,289	17,259	Special Allowances under no Class 464,622 18 5,575,466 00		150	46,026 60

RANK—SERGEANTS.

1.....	53	28	46	3,491 12	41,893 50	4	700 00
2.....	2	1		108 54	1,302 46		
3.....	3	2	2	68 67	824 00		
4.....	4	4	6	221 71	2,660 55		
5.....	12	11	14	639 40	7,672 80		
6.....	55	25	46	2,440 98	29,291 85		
7.....	18	6	5	660 41	7,924 95		
8.....	15	7	9	574 06	6,888 74		
9.....	45	32	74	2,000 10	24,001 20		
10.....	7	1	2	219 93	2,639 21		
11.....	125	47	66	2,774 35	33,292 25		
12.....	15	4	4	391 00	4,692 00		
13.....	137	72	124	3,628 90	43,546 85		
14.....	50	25	30	1,102 52	13,230 24		
15.....	105	51	87	2,218 87	26,626 45		
16.....	192	85	116	2,720 37	32,644 42		
17.....	514	244	414	6,663 40	79,960 80		
18.....	450	233	333	4,343 60	52,123 24		
19.....	667	333	599	4,434 05	53,208 55	1	286 25
20.....	203	124	180	675 45	8,105 40		
	2,672	1,337	2,147	39,377 43	472,529 46	5	986 25

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RANK—REGIMENTAL SERGEANT-MAJOR.

Class.	Pensioners.	Wives.	Children.	Monthly Rate.	Yearly Rate.	Special Allowance.	Yearly Amount.
				\$ cts.	\$ cts.		\$ cts.
1.....	4	5	5	338 33	4,060 00		
2.....							
3.....	2	1		123 45	1,481 40		
4.....							
5.....	2			104 00	1,248 00		
6.....	2	1		103 58	1,243 00		
7.....							
8.....							
9.....	1	1		44 75	537 00		
10.....							
11.....	1	1	4	56 29	675 50		
12.....							
13.....	2	2	3	153 40	1,840 40		
14.....							
15.....							
16.....	8	4	10	193 42	2,321 00		
17.....	5	5	10	66 40	796 70		
18.....	6	6	8	120 50	1,445 70		
19.....	25	15	23	197 06	2,364 75		
20.....	7	4	6	27 30	327 65		
	65	45	69	1,528 42	18,341 10		

RANK—WARRANT OFFICER.

							Yearly Rate.
1.....							
2.....							
3.....							
4.....							
5.....							
6.....	1		1	59 88	718 50		
7.....	1	1	4	81 19	974 20		
8.....							
9.....	4	3		184 40	2,212 80		
10.....							
11.....	1			35 42	425 00		
12.....	1	1	2	44 48	533 70		
13.....	2	1	1	63 87	766 40		
14.....							
15.....	1	1	2	29 67	355 80		
16.....	1			17 71	212 50		
17.....	3	1	2	48 10	577 20		
18.....	3	2	7	44 78	537 30		
19.....	10	12	24	104 43	1,253 20		
20.....	5	3	3	20 41	244 90		
PB 149.....	33	25	46	734 29	8,811 50		

APPENDIX No. 3

RANK—LIEUTENANTS.

Class.	Pensioners.	Wives.	Children.	Monthly Rate.	Yearly Rate.	Special Allowance.	Yearly Rate.
				\$ cts.	\$ cts.		\$ cts.
1.....	16	4	3	1,016 00	12,192 00		
2.....	2	1		142 20	1,706 40		
3.....							
4.....	1	1		66 40	796 80		
5.....	18	2	6	1,062 00	12,744 00		
6.....	3			157 50	1,890 00		
7.....	3			147 92	1,775 00		
8.....	14	5	7	696 00	8,352 00		
9.....							
10.....							
11.....	35	8	24	1,464 50	17,574 00		
12.....	4	1		138 60	1,663 20		
13.....	40	8	8	1,257 60	15,091 20		
14.....	15	8	6	437 15	5,245 80		
15.....	33	12	6	789 30	9,471 60		
16.....	43	21	16	888 08	10,657 00		
17.....	115	34	28	1,835 40	22,024 80		
18.....	110	30	36	1,327 50	15,930 00		
19.....	200	72	66	1,623 60	19,483 20		
20.....	48	26	23	201 07	2,412 80		
	700	233	229	13,250 82	159,009 80		

RANK—CAPTAINS.

1.....	8		4	698 66	8,384 00		
2.....							
3.....	1			87 50	1,050 00	1	150 00
4.....							
5.....	2			133 33	1,600 00		
6.....	6		3	395 25	4,743 00		
7.....							
8.....	1			54 17	650 00		
9.....	1			50 00	600 00		
10.....							
11.....	8		8	377 33	4,528 00		
12.....	1			37 50	450 00		
13.....	11		1	370 60	4,448 00		
14.....	4		6	137 67	1,652 00		
15.....	20		9	527 00	6,324 00		
16.....	31		14	680 83	8,170 00		
17.....	63		21	1,092 00	13,104 00		
18.....	33		21	444 25	5,331 00		
19.....	54		41	491 00	5,892 00		
20.....	11		8	49 83	598 00		
	255		136	5,626 97	67,524 00		

RANK—MAJORS.

Class	Pensioners.	Wives.	Children.	Monthly Rate.	Yearly Rate.	Special Allowance.	Yearly Rate.
				\$ cts.	\$ cts.		\$ cts
1.....	4			420 00	5,040 00		
2.....							
3.....							
4.....							
5.....	1		3	108 00	1,296 00		
6.....							
7.....							
8.....							
9.....	2		3	150 00	1,800 00		
10.....	1			57 75	693 00		
11.....	3		1	162 50	1,950 00		
12.....							
13.....	11		14	518 00	6,216 00		
14.....	1			36 75	441 00		
15.....	3		1	97 50	1,170 00		
16.....	8		7	227 50	2,730 00		
17.....	17		10	377 00	4,524 00		
18.....	16		19	280 50	3,366 00		
19.....	26		40	313 00	3,756 00		
20.....	4		6	24 00	288 00		
	97		104	2,772 50	33,270 00		

RANK—LIEUTENANT-COLONEL.

6.....	1			97 50	1,170 00		
13.....	2		2	112 00	1,344 00		
16.....	2			65 00	780 00		
17.....	4		1	106 00	1,272 00		
18.....	2			39 00	468 00		
19.....	5		6	71 00	852 00		
20.....	1		2	7 50	90 00		
	17		11	498 00	5,976 00		

RANK—COLONELS.

1.....	2		5	362 50	4,350 00		
6.....	1		1	41 87	502 50		
	3		3	404 38	4,852 50		

APPENDIX No. 3

	No.	Monthly Liability.	Yearly Liability.
		\$ cts.	\$ cts.
<i>Dependents of Privates.</i>			
Widows.....	8,151	326,152 00	3,913,824 00
Widow mothers.....	4,232	169,280 00	2,031,360 00
Fathers.....	653	26,136 00	313,632 00
Children.....	13,511	108,144 00	1,297,728 00
Orphan children.....	579	9,264 00	111,168 00
Brothers and sisters.....	104	832 00	9,984 00
		639,808 00	7,677,696 00
<i>Dependents of Sergeants.</i>			
Widows.....	957	40,689 50	488,274 00
Widow mothers.....	119	5,057 50	60,690 00
Children.....	1,330	10,648 00	127,776 00
Orphan children.....	16	256 00	3,072 00
		56,651 00	679,812 00
<i>Dependents of R.S.M.</i>			
Widows.....	14	723 33	8,680 00
Children.....	9	80 33	964 00
		803 66	9,644 00
<i>Dependents of W.O.</i>			
Widows.....	17	963 33	11,560 00
Children.....	41	328 00	3,936 00
		1,291 33	15,495 96
<i>Dependents of Lieutenants.</i>			
Widows.....	363	21,792 00	261,504 00
Children.....	435	3,482 00	41,784 00
Orphan children.....	13	208 00	2,496 00
		25,482 00	305,784 00
<i>Dependents of Captains.</i>			
Widows.....	192	11,493 33	137,920 00
Children.....	179	1,672 00	20,064 00
		13,165 33	157,984 00
<i>Dependents of Majors.</i>			
Widows.....	118	11,024 00	132,288 00
Children.....	147	1,382 00	16,584 00
		12,406 00	148,872 00
<i>Dependents of Lieutenant-Colonels.</i>			
Widows.....	40	4,160 00	49,920 00
Children.....	45	500 00	6,000 00
<i>Dependents of Colonels.</i>			
Widows.....	1	126 00	1,512 00

9-10 GEORGE V, A. 1919

NEW SCHEDULES A, B, C, and D, as proposed by the

SCHEDULE

SCALE OF PENSIONS

PERCENTAGE OF DISABILITY—CLASS AND ANNUAL

Rank or Rating of Member of Forces.	Rate per Annum.	Class 1. Total 100%	Class 2. 99%-95%	Class 3. 94%-90%	Class 4. 89%-85%	Class 5. 84%-80%	Class 6. 79%-75%	Class 7. 74%-70%	Class 8. 69%-65%
		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
All Ratings below Petty Officer (Naval); Rank and File (Militia).....	Member of Forces	600 00	570 00	540 00	510 00	480 00	450 00	420 00	390 00
Chief Petty Officer and Petty Officer (Naval); Squad., Battery or Company Sergt.-Major and Q.M. Sergeant (Militia); Sergeant, including Staff - Sergt. and Colour-Sergt (Militia).....	Member of Forces	660 00	627 00	594 00	561 00	528 00	495 00	462 00	429 00
Naval Cadet and Midshipman (Naval) Master Gunner not W.O. (Militia); Regimental Sergt.-Major not W.O. (Militia); Regimental Q.M. Sergt. (Militia)...	Member of Forces	780 00	741 00	702 00	663 00	624 00	585 00	546 00	507 00
Warrant Officer and Chief Warrant Officer (Naval); Warrant Officer (Militia).....	Member of Forces	840 00	798 00	756 00	714 00	672 00	630 00	588 00	546 00
Sub-Lieutenant (Naval); Lieutenant (Militia)...	Member of Forces	900 00	855 00	810 00	765 00	720 00	675 00	630 00	585 00
Ranks up to and including Lieutenant Commander (Naval) and Major (Militia).....	Additional Allowance for Married Members.....	300 00	285 00	270 00	255 00	240 00	225 00	210 00	195 00
Ranks up to and including Lieutenant Commander (Naval) and Major (Militia).....	Additional Allowance for children								
	First child.....	144 00	138 00	132 00	126 00	120 00	114 00	108 00	102 00
	Second child.....	120 00	114 00	108 00	102 00	96 00	90 00	84 00	78 00
	Subsequent children.....	96 00	93 00	90 00	87 00	84 00	81 00	78 00	75 00

APPENDIX No. 3

Ottawa Branch of the G.W.V.A. of Canada:—

“A.”

FOR DISABILITIES.

AMOUNT OF PENSIONS AND ALLOWANCES.

Class 9. 64%—60%	Class 10. 59%—55%	Class 11. 54%—50%	Class 12. 49%—45%	Class 13. 44%—40%	Class 14. 39%—35%	Class 15. 34%—30%	Class 16. 29%—25%	Class 17. 24%—20%	Class 18. 19%—15%	Asat 15% Class 19. 14%—10%	Asat 15% Class 20. 9%—5%
\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
360 00	330 00	300 00	270 00	240 00	210 00	180 00	150 00	120 00	90 00	.....	.....
396 00	363 00	330 00	297 00	264 00	231 00	198 00	165 00	132 00	99 00	.....	.....
468 00	429 00	390 00	351 00	312 00	273 00	234 00	195 00	156 00	117 00	.....	.....
504 00	462 00	420 00	378 00	336 00	294 00	252 00	210 00	168 00	126 00	.....	.....
540 00	495 00	450 00	405 00	360 00	315 00	270 00	225 00	180 00	135 00	.....	.....
180 00	165 00	150 00	135 00	120 00	105 00	90 00	75 00	60 00	45 00	.....	.....
96 00	90 00	84 00	78 00	72 00	63 00	54 00	45 00	36 00	27 00	.....	.....
72 00	66 00	60 00	54 00	48 00	42 00	36 00	30 00	24 00	18 00	.....	.....
72 00	66 00	60 00	54 00	48 00	42 00	36 00	30 00	24 00	18 00	.....	.....

9-10 GEORGE V, A. 1919

SCHEDULE

SCALE OF PENSIONS

PERCENTAGE OF DISABILITY—CLASS AND ANNUAL

Rank of Rating of Member of Forces.	Rate per Annum.	Class 1. Total 100%	Class 2. 99%-95%	Class 3. 94%-90%	Class 4. 89%-85%	Class 5. 84%-80%	Class 6. 79%-75%	Class 7. 74%-70%	Class 8. 69%-65%
		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Lieutenant (Naval);Cap- tain (Militia).....	Member of Forces	1,020 00	969 00	918 00	867 00	816 00	765 00	714 00	663 00
Lieutenant Commander (Naval); Major (Mili- tia).....	Member of Forces	1,260 00	1,197 00	1,134 00	1,071 00	1,008 00	945 00	882 00	819 00
Commander and Cap- tain under three years' seniority (Naval); Lieutenant-Colonel (Militia). Captain (Naval); Col- onel (Militia). Commodore and higher ranks (Naval); Briga- dier-General and high- er ranks (Militia).....	Member of Forces	1,560 00	1,482 00	1,404 00	1,326 00	1,248 00	1,170 00	1,092 00	1,014 00

The minimum pension and additional allowances (not including allowances for helplessness) payable to or in respect

APPENDIX No. 3

“B.”

FOR DISABILITIES.

AMOUNT OF PENSIONS AND ALLOWANCES.

Class 9. — 64%—60%	Class 10. — 59%—55%	Class 11. — 54%—50%	Class 12. — 49%—45%	Class 13. — 44%—40%	Class 14. — 39%—35%	Class 15. — 34%—30%	Class 16. — 29%—25%	Class 17. — 24%—20%	Class 18. — 19%—15%	Asat15% — Class 19. Class 19. 14%—10%	Asat15% — Class 20. Class 20. 9%—5%
\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
612 00	561 00	510 00	459 00	408 00	357 00	306 00	255 00	204 00	153 00	.....	.....
756 00	693 00	630 00	567 00	504 00	441 00	378 00	315 00	252 00	189 00	.....	.....
936 00	858 00	780 00	702 00	624 00	546 00	468 00	390 00	312 00	234 00	.....	.....

of any member of the forces shall not exceed the amount of pension payable to a Lieutenant-Colonel.

9-10 GEORGE V, A. 1919

SCHEDULE "C."

SCALE OF PENSIONS AND ALLOWANCES FOR DEATHS.

Rank or Rating of Member of Forces.	Rate per Annum		
	Widows or Dependent Parents.	Children and Dependent Brothers or Sisters.	Orphan children or Dependent Brothers or Sisters.
	\$ cts.	\$ cts.	\$ cts.
All ratings below Petty Officer (Naval); Rank and file (Militia)...	*540 00	.....	.....
Chief Petty Officer and Petty Officer (Naval); Squad. Battery or Company Sergt.-Major and Q.M. Sergeant (Militia); Sergt., including Staff-Sergt. and Colour-Sergt. (Militia).....	*594 00	.....	.....
Naval Cadet and Midshipman (Naval); Master Gunner not W.O. (Militia); Regimental Sergt.-Major not W.O. (Militia); Regi- mental Q.M. Sergeant (Militia).....	*702 00	.....	.....
Warrant Officer and Chief Warrant Officer (Naval); Warrant Officer (Militia).....	*756 00	.....	.....
Sub-Lieutenant (Naval); Lieutenant (Militia).....	*810 00	.....	.....
Ranks up to and including Lieutenant Commander (Naval) and Major (Militia).....	First.....	*144 00	*288 00
	Second.....	*120 00	*240 00
	Subsequent.	* 96 00	*192 00

*The pensions to dependent parents or the allowances to dependent brothers and sisters may be less than the above amounts but shall not exceed them.

SCALE OF PENSIONS AND ALLOWANCES FOR DEATHS.

SCHEDULE "D."

Rank or Rating of Member of Force.	Rate per Annum.	
	Widows or Dependent Parents.	Each Child or each Dependent Brother nor Sister.
	\$ cts.	\$ cts.
Lieutenant (Naval); Captain (Militia).....	*918 00	.....
Lieutenant Commander (Naval); Major (Militia).....	*1,134 00	.....
Commander and Captain under three years' seniority (Naval); Lieutenant- Colonel (Militia).....	*1,404 00	.....
Captain (Naval); Colonel (Militia).....		
Commodore and higher ranks (Naval); Brigadier-General and higher ranks (Militia).....		

*The pensions to dependent parents or the allowances to dependent brothers and sisters may be less than the above amounts but shall not exceed them.

The maximum pensions and additional allowances payable in respect of a deceased member of the forces shall not exceed the amount of pension payable to the widow of a Lieutenant-Colonel.

APPENDIX No. 3

CANADIAN PATRIOTIC FUND FINANCIAL STATEMENT.

COMPARATIVE STATEMENT OF DISBURSEMENTS BY HEAD OFFICE AND BRANCHES DURING THE MONTH ENDING JANUARY, 1919.

Branch.	Total No. of Families	Monthly Regular Cases.					Average Assistance per Individual.	Broken Period Payments, etc.	Administration Expenses.	Total.
		No. of Families.	Regular Monthly Payments. Thereeto.	Average Monthly Assistance. der Family.	No. of Individuals	Average Family Unit.				
			\$ cts.	\$ cts.		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
<i>Head Office.</i>										
Officers' dependents.....	172	172	3,648 00	21 20						10,855 06
Soldiers' dependents (in unorganized towns).....	216	216	3,057 54	14 14						36,487 39
British Columbia (Provincial points)	1,367	1,367	35,038 37	25 63	3,895	2 85	8 99	1,005 80	443 22	
Victoria City.....	1,149	1,101	27,975 26	25 40	2,902	2 63	9 64	1,356 07	†95 00	30,072 29
Greater Vancouver.....	3,481	3,481	85,478 25	24 52	8,180	2 35	10 44	2,863 00	1,753 76	90,095 01
Alberta North.....	1,840	1,823	40,896 85	22 43	5,002	2 74	8 17	2,409 42	1,016 15	44,322 42
Alberta South.....	2,000	1,992	49,217 00	24 71	5,737	2 88	8 57	2,227 00	1,805 00	53,249 00
Saskatchewan (Dec., 1918).....	2,956	2,956	66,527 95	22 50	8,956	3 03	7 42	4,902 05		71,430 00
Nova Scotia.....	2,721	2,721	34,562 61	12 70	8,794	3 23	3 93	713 62	404 51	35,680 74
Prince Edward Island.....	222	219	2,327 00	10 62	657	3 00	3 54	65 00	12 13	2,404 13
New Brunswick.....	2,043	2,038	29,551 65	14 50	5,725	2 80	5 16	600 01	777 26	30,928 92
Newfoundland.....	64	64	718 75	11 23	141	2 21	5 09			718 75
Ontario.....	22 334	22 287	349,632 54	15 68	59,290	2 66	5 89	*100 00	†80 85	370,072 94
Quebec.....	5,218	5,215	98,303 71	18 85	15,553	2 98	6 31	10,560 54	9,699 01	102,627 63
Total.....	45,783	45,652	826,935 48	18 11	124,832	2 73	662	27,673 30	24,335 50	878,000 00
<i>First Class Branches.</i>										
Brant County, Ont.....	633	633	9,627 25	15 20	1,956	3 09	4 92	100 50	260 87	9,988 62
Kent County, Ont.....	368	366	6,367 94	17 39	991	2 71	6 42	332 75	131 76	6,832 45
Elgin County, Ont.....	313	304	4,489 44	14 76	787	2 59	5 70	91 00	30 00	4,610 44
Hamilton and Wentworth Counties, Ont.....	1,692	1,692	31,436 45	18 57	4,314	2 55	7 28	7,005 57	1,115 33	39,557 35
Kingston, Ont.....	430	430	7,982 80	18 57	1,174	2 73	6 79	243 75	66 00	8,292 55
London, Ont.....	768	766	11,542 70	15 06	2,022	2 64	5 70	84 50		11,869 20
Montreal City and Island.....	3,406	3,406	67,539 07	19 83	10,320	3 03	6 54		2,693 79	70,232 86
Montreal, Franco-Belgian.....	343	343	8,637 85	25 18	1,077	3 14	8 20		168 80	8,806 65
Ottawa, Ont., Carleton and Russell Counties, Ont.....	1,265	1,265	23,846 86	18 85	3,352	2 65	7 11		813 17	24,660 03

*Transportation. †Campaign.

9-10 GEORGE V, A. 1919

CANADIAN PATRIOTIC FUND FINANCIAL STATEMENT—Continued.

Branch.	Total No. of Families	Monthly Regular Cases.					Average Assistance per Individual.		Broken Period Payment, etc.	Adminis- tration Expenses.	Total.
		No. of Families.	Regular Monthly Payments, Thereof.	Average Monthly Assistance, per Family.	No. of Individuals	Average Family Unit.	Average Assistance per Individual.				
							\$	cts.				$	cts.
First Class Branches.—Con.											
Oxford County, Ont.	329	328	4,860 00	14 81	826	2 52	5 88	50 00	86 85	4,996 85	
Peterboro County, Ont.	383	383	5,686 00	14 84	1,099	2 87	5 17		142 36	5,828 36	
Quebec, Que.	453	453	7,745 39	17 09	1,227	2 71	6 31	263 00	173 85	8,182 24	
Quebec French Reservist Soc.	32	32	954 05	29 81	87		10 96		3 50	957 55	
St. John, N.B.	865	864	12,921 00	14 95	2,358	2 73	5 48	195 01	386 74	13,502 75	
Toronto and York Counties, Ont....	7,708	7,708	124,307 76	16 12	19,960	2 58	6 22	* 100 00 494 83	5,011 99	129,914 58	
Second Class Branches.											
Barrie, Ont.	105	105	1,658 00	15 79	355	3 38	4 67	61 77	4 00	1,723 77	
Belleville, Ont (Nov., 1918).....	266	266	3,946 00	14 83	673	2 53	5 86			3,946 00	
Brockville, Ont.	213	213	2,547 50	11 95	502	2 35	5 07	26 00	66 90	2,640 40	
Bruce County, Ont.	273	273	4,056 00	14 85	718	2 63	5 65		2 00	4,058 00	
Chatham, N.B. (Dec., 1918).....	128	128	1,896 50	14 81	369	2 89	5 14	41 00	31 20	1,968 70	
Fredericton, N.B.	273	272	3,924 50	14 43	802	2 95	4 89	221 00	105 70	4,251 20	
Galt, Ont.	238	238	3,600 50	15 12	630	2 65	5 71		94 63	3,695 13	
Guelph, Ont.	177	177	2,549 50	14 40	440	2 49	5 79	150 25	10 00	2,709 75	
Haldimand County, Ont.	192	192	2,547 75	13 27	464	2 42	5 48		84 00	2,631 75	
Hastings County, Ont. (Dec., 1918)	227	227	2,544 40	11 20	537	2 37	4 73	49 50	*298 00	2,891 90	
Huron County, Ont.	257	257	3,587 50	13 96	832	3 24	4 31		54 40	3,641 90	
Kitchener, Ont.	120	114	2,125 50	18 64	347	3 05	6 12	66 00	27 11	2,218 61	
Lambton County, Ont.	168	168	2,166 50	12 89	441	2 63	4 91	5 00	28 00	2,199 50	
Middlesex County, Ont.	196	196	2,803 00	14 30	582	2 97	4 81		12 00	2,815 00	
Moncton, N.B.	163	163	2,047 50	12 56	484	2 97	4 23		50 00	2,097 50	
Northumberland and Durham Counties, Ont.	181	181	2,468 14	13 63	543	3 00	4 54		60 00	2,528 14	
Norfolk County, Ont.	170	167	2,140 00	12 81	477	2 86	4 48	45 00	65 70	2,250 70	
North Bay, Ont. (Dec., 1918)....	168	166	2,553 50	15 38	472	2 85	5 40	163 65	64 55	2,781 70	
Oshawa, Ont.	182	182	2,958 00	16 25	631	3 47	4 67	44 00		3,002 00	
Owen Sound, Ont.	288	288	4,283 00	14 77	816	2 91	5 21	28 00	69 09	4,380 09	
Perth County, Ont.	272	269	4,073 03	15 14	782	2 91	5 20	141 78	56 75	4,271 56	

APPENDIX No. 3

	197	125	272	174	192	217	264	2,996 00	15 20	461	2 34	6 49	.....	189 00	3,185 00
Port Arthur, Ont.....	197	125	272	174	192	217	264	2,168 00	17 34	380	3 04	5 70	7,738	14 00	2,259 38
Sault Ste. Marie, Ont.....															
Stormont, Dundas and Glengarry Counties, Ont.....	272							3,802 50	13 98	761	2 80	4 99	.....	44 50	3,847 00
Victoria County, Ont.....	173							2,539 00	14 67	501	2 90	5 06	24 00	53 85	2,616 85
Welland County, Ont.....	190							2,800 55	14 74	590	3 11	4 74	84 50	12 00	2,897 05
Wright County, Que.....	217							3,047 50	14 04	609	2 81	5 00	57 00	62 00	3,166 50
St. Catharines, Ont.....	264							3,969 00	15 03	670	2 54	5 92	.....	40 00	4,009 00
*Salary and postage for one year.															
<i>Third Class Branches.</i>															
Almonte, Ont.....	29							434 66	14 98	79	2 74	4 23	.....	1 25	435 90
Arnprior, Ont.....	66							813 00	12 31	199	3 02	4 08	34 00	14 00	861 00
Gloucester County, N.B., Bathurst, N.B.....	82							1,037 50	12 65	237	2 90	4 38	.....	10 22	1,047 72
Bonaventure County, Que.....	65							720 00	11 55	199	3 06	3 61	12 00	14 00	746 06
Bracebridge, Ont. (Nov., 1918).....	72							1,025 50	14 24	191	2 66	5 36	30 00	3 22	1,058 72
Carleton County, N.B.....	63							950 00	15 32	207	3 35	4 39	54 00	40 00	1,044 00
Chamblly County, Que.....	70							1,325 00	18 92	205	2 94	6 46	51 50	2 50	1,379 00
Cobalt, Ont.....	66							1,329 05	20 15	172	2 61	7 72	45 00	17 34	1,391 39
Charlotte County, N.B. (Dec. 1918).....	113							1,423 15	12 77	237	2 00	6 08	10 00	80 00	1,513 15
Cobourg, Ont.....	89							1,508 00	17 05	210	2 36	7 18	10 00	26 80	1,534 80
Collingwood Town, Ont.....	69							1,007 01	14 59	166	2 41	6 06	56 46	1 46	1,064 93
Copper Cliff, Ont.....	37							632 06	17 08	102	2 75	6 19	.....	632 06	
Fraserville, Que.....	104							1,310 00	12 59	267	2 57	4 90	5 00	100 00	1,415 00
Frontenac County, Ont.....	83							1,333 00	16 06	241	2 91	5 53	.....	20 00	1,353 00
Gananoque, Ont.....	65							917 00	14 10	196	3 02	4 67	115 00	16 00	917 00
Gravenhurst, Ont. (Dec., 1918).....	72							801 00	11 44	210	3 00	3 81	.....	13 00	932 00
Haileybury, Ont.....	65							1,216 12	18 70	204	3 14	5 93	.....	1,229 12	
Hespeler, Ont.....	83							1,143 58	14 66	212	2 72	5 39	60 00	1,203 58	
Huntsville, Ont. (Dec., 1918).....	65							886 50	13 63	230	3 54	3 85	30 00	12 00	928 50
Kent County, N.B.....	67							872 00	13 14	207	3 09	4 21	.....	4 00	876 00
Lennox and Addington Counties, Ont.....	85							1,062 00	12 49	204	2 41	5 20	5 00	42 68	1,109 68
Meaford, Ont.....	41							651 00	15 87	109	2 65	5 97	.....	4 00	655 00
Midland, Ont.....	65							1,114 00	17 16	193	2 97	5 77	.....	1,114 00	
New Liskeard, Ont.....	45							801 50	17 81	140	3 12	5 72	.....	2 50	824 00
Northumberland County, N.B., (Dec., 1918).....	100							1,764 50	17 64	304	3 04	5 80	43 00	9 40	1,816 90
Niagara Falls, Ont.....	106							1,553 12	15 07	298	2 90	5 21	32 50	5 75	1,585 62
Parry Sound East.....	52							627 00	12 05	181	3 49	3 46	.....	3 46	632 75
Parry Sound West.....	49							579 00	11 81	122	2 48	4 74	.....	579 00	
Peel County, Ont.....	104							1,536 00	14 77	271	2 61	5 67	12 00	18 00	1,566 00
Pembroke, Ont.....	76							1,042 50	13 71	191	2 52	5 45	5 00	1,047 50	
Perth Town, Ont.....	91							1,001 00	11 00	206	2 27	4 85	50 00	1,051 00

*Transportation.

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CANADIAN PATRIOTIC FUND FINANCIAL STATEMENT—Continued.

Branch.	Total No. of Families.	Monthly Regular Cases.					Average Assistance per Individual.	Broken Period Payments, etc.	Administration Expenses.	Total.
		No. of Families.	Regular Monthly Payments, Thero.	Average Monthly Assistance, per Family.	No. of Individuals	Average Family Unit.				
			\$ cts.	\$ cts.		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
<i>Third Class Branches—Con.</i>										
Port Hope, Ont., (Dec., 1918).....	76	76	1,137 00	14 96	228	3 00	4 98	.....	30 00	1,167 00
Prince Edward County.....	86	86	1,007 00	11 70	236	2 75	4 22	60 00	14 00	1,081 00
Renfrew, Ont.....	48	48	567 00	11 81	69	2 00	5 90	20 00	.....	587 00
Restigouche County, N.B. (Sept., 1918).....	130	130	1,899 00	14 60	338	2 68	5 36	36 00	36 00	1,971 00
Sherbrooke, Que.....	136	135	1,828 00	13 54	382	2 83	4 78	342 29	186 66	2,356 95
Smith's Falls, Ont.....	41	41	630 50	15 38	107	2 63	5 89	.....	95	631 45
Sudbury, Ont.....	91	91	1,289 25	14 16	234	2 58	5 50	10 00	13 00	1,302 25
Thorold, Ont. (March, 1918).....	51	51	778 50	15 26	139	2 72	5 60	.....	.....	788 50
Wellington County, Ont. (Dec., 1918).....	119	119	1,314 00	11 04	302	2 54	4 11	13 00	10 00	1,337 00
Whitby, Ont.....	109	107	1,676 50	15 66	300	2 81	5 58	141 50	15 00	1,833 00
<i>Fourth Class Branches.</i>										
Alliston, Ont.....	18	18	245 50	13 63	49	2 72	5 01	.....	.....	245 50
Blind River, Ont.....	15	15	200 50	13 36	36	2 40	5 57	.....	.....	200 50
Bowmanville, Ont.....	31	31	410 00	13 22	75	2 42	5 46	.....	62	410 62
Brighton Town, Ont.....	13	13	206 00	15 84	40	3 07	5 15	.....	.....	206 00
Brome County, Que. (Dec., 1918).....	23	23	294 50	12 80	80	3 45	3 68	.....	3 36	297 86
Carleton Place.....	32	32	438 00	13 68	90	2 86	4 86	.....	12 64	450 64
Chapleau, Ont.....	19	19	282 50	14 86	49	2 57	5 76	12 00	.....	282 50
Coaticook, Que. (Dec., 1918).....	15	15	246 60	16 40	53	3 55	4 87	47 50	.....	282 50
Cochrane, Ont. (Dec., 1918).....	17	17	293 00	17 23	49	2 88	5 98	6 50	.....	298 60
Dryden, Ont.....	16	16	277 50	17 34	53	3 31	5 23	.....	.....	340 50
Dufferin County, Ont.....	41	41	507 00	12 36	102	2 25	4 97	.....	17 00	524 00
Durham, Ont.....	25	25	295 00	11 80	43	1 72	6 88	.....	.....	295 00
Elgin, Ont. (Sept., 1918).....	18	18	215 00	11 94	46	2 55	4 67	.....	0 70	215 70
Elk Lake, Ont.....	11	11	164 00	14 90	33	3 00	4 97	.....	6 99	170 99
Emo, Ont. (Sept., 1918).....	25	25	323 50	12 94	74	2 96	4 37	.....	1 25	324 75
Englehart, Ont.....	18	18	283 00	15 72	43	2 38	3 57	12 50	1 50	297 00
Essex, Ont. (Dec., 1918).....	36	36	526 50	14 62	73	2 04	7 21	202 50	729 00
Fort Frances, Ont. (Dec., 1918).....	26	26	381 00	14 65	71	2 73	5 36	381 00

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CANADIAN PATRIOTIC FUND FINANCIAL STATEMENT—Continued.

Branch.	Total No. of Families	Monthly Regular Cases.					Average Assistance per Individual.	Broken Period Payment, etc.	Adminis- tration Expenses.	Total.
		No. of Families.	Regular Monthly Payments. There to.	Average Monthly Assistance. per Family.	No. of Individuals	Average Family Unit.				
			\$ cts.	\$ cts.		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Amherstburg, Ont., Oct. 1918.....	4	4	68 00	17 00	10	2 50	6 80			68 00
Beeton, Ont.....	3	3	35 00	11 66	14	4 66	2 50			35 00
Beebe and Graniteville, Que.....	7	7	95 50	13 64	18	2 57	5 30			95 50
Bentnick Tp., Ont., Dec. 1918.....	4	4	46 00	11 50	6	1 50	7 06			49 60
Brantford, Ont.....	10	10	84 50	1 45	27	2 70	3 13		3 60	84 50
Buckingham, Que.....	19	19	306 00	16 10	69	3 63	4 43			306 00
Bury, Que.....	7	7	58 00	8 29	30	4 28	19 33			58 00
Charlton and District, Ont.....	6	6	134 00	22 33	20	3 33	6 70			134 00
Cobden, Ont.....	9	9	128 00	14 22	24	2 66	5 33			128 00
Coldwater, Ont., Oct. 1918.....	11	11	152 00	13 81	37	3 39	4 10	0 50		152 50
Collingwood Township, Ont.....	10	10	151 50	15 15	23	2 30	6 58			151 50
Cookstown, Ont., Dec. 1918.....	3	3	25 00	8 33	7	2 33	3 57			25 00
Cookshire, Que.....	8	8	75 00	9 37	20	2 50	3 75			75 00
Cresmore, Ont.....	7	7	65 00	8 28	12	1 71	5 41			65 00
Danville, Que.....	11	11	119 50	10 86	30	2 72	3 98	0 60		120 10
Dundalk, Ont.....	1	1	30 00	30 00	8	8 00	3 75			30 00
Flos Township, Ont.....	9	9	96 50	10 72	18	2 00	5 36			96 50
Flesherton, Ont.....	7	7	79 00	11 28	9	1 28	8 77			79 00
Ford City, Ont., Dec. 1918.....	11	11	131 00	11 90	22	2 00	5 95			131 00
Granby, Que.....	7	5	69 00	13 80	17	3 40	4 06	45 00		114 00
Hatley, Que., Dec. 1918.....	2	2	10 00	5 00	4	2 00	2 50			10 00
Ignace, Ont.....	4	4	65 50	16 37	11	2 75	5 95			65 00
Innisfil Township, Ont.....	5	5	45 50	9 10	8	1 60	5 68	0 20		45 70
Inverness, Que.....	5	5	72 00	14 40	16	3 20	4 50			72 00
Kitley and South Elmsley, Ont.....	3	3	30 00	10 00	6	2 00	5 00			30 00
Latchford, Ont.....	2	2	53 00	26 50	11	5 50	4 81			53 00
Leamington, Ont., Aug. 1918.....	17	17	245 00	14 41	49	2 88	5 00			245 00
Lennoxville, Que.....	6	6	99 50	16 58	19	3 16	5 23	0 26		99 76
Magog, Que.....	10	10	121 00	12 10	27	2 70	4 48			121 00
Manitowaning.....	1	1	15 00	15 00	5	5 00	3 00			15 00
Markdale, Ont., Dec. 1918.....	15	15	196 00	12 66	27	1 80	6 29			190 00
Matheson, Ont.....	14	14	233 66	16 69	34	2 43	6 87	3 00		236 66
Mitchell, Ont., Dec. 1918.....	15	15	217 30	14 48	32	2 13	6 79	0 69		238 84
Orillia Township, Ont., Oct. 1918.....	11	11	136 00	12 36	31	2 81	4 38			136 00
Nortawasaga Township, Ont., Oct. 1918.....	10	10	139 15	13 91	24	2 40	5 79	15 00		154 15
Oro Township, Ont.....	3	3	40 00	13 33	12	4 00	3 33			40 00

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Pakenham, Ont.	4	72 00	18 00	14	3 50	5 14				72 00
Porquis Jet., Ont.	2	40 00	20 00	5	2 50	8 00				40 00
Port Perry, Ont.	10	108 00	10 80	21	2 18	5 14				108 00
Reach Township, Ont.	5	63 00	12 60	18	3 60	3 50				63 00
Rouville, Que.	3	30 00	10 00	3	3 00	10 00			1 00	31 00
Sandwich, Ont., Dec. 1918.	10	126 00	12 60	20	2 00	6 30			10 00	136 00
Sawyerville, Que.	2	25 00	12 50	4	2 00	6 25				25 00
Schreiber, Ont.	5	119 00	23 80	14	2 80	8 50				119 00
Shawinigan Falls, Que.	3	228 00	17 53	48	3 69	4 75	56 00			284 00
Stanstead, Que.	5	126 00	15 96	58	3 86	4 13			2 00	241 50
Stayner, Ont.	9	126 00	14 00	25	2 77	5 04				126 00
Sutton West, Ont., Dec. 1918.	1	16 00	16 00	3	3 00	5 33				16 00
Tottenham, Ont.	2	27 33	13 66	5	2 50	5 46				27 33
Wankleek Hill, Ont.	5	72 50	14 50	15	3 00	4 83				72 50
Victoria Harbour, Ont.	21	170 00	8 50	37	1 85	4 59	40 00		0 44	210 44
Waterloo, Que.	8	92 50	11 56	18	2 25	5 15			0 91	93 41
Watford, Ont.	Nil.									
Windsor Mills, Que.	5	58 00	11 60	14	2 80	4 14				58 00

(5)

(Translation).

FRENCH PENSION.

Echo de Paris, March 5, 1919.

LAW ON MILITARY PENSIONS.—RATE OF PENSIONS.

The Chamber has adopted yesterday many articles of the law on military pensions and those relating to the scale of pensions. The debate and the vote on the law will be finished to-morrow.

The new rates of pensions are based on the degree of disability as ascertained by the commissions of demobilization following a sliding percentage of 5 per cent by 5 per cent up to the unit 100 per cent, representing total disability. Here is, according to the three main grades of the scale voted by the Chamber, what are going to be the new pensions for each rank as compared with the present rate:—

	10% Disability.		50% Disability.		100% Disability.	
	Present Rate.	New Rate.	Present Rate.	New Rate.	Present Rate.	New Rate.
	Frs.	Frs.	Frs.	Frs.	Frs.	Frs.
Private	100	240	500	1,200	1,200	2,400
Corporal	130	243	583 33	1,215	1,395	2,430
Sergeant	140	246	666 66	1,230	1,655	2,460
Sergeant-major	150	249	750	1,245	1,785	2,490
Aspirant (Midshipman) ..	160	252	791 65	1,260	1,850	2,520
Adjutant	170	255	833 33	1,275	1,915	2,550
Adjutant-chief	170	260	916 65	1,300	2,045	2,600
S.-Lieutenant	250	300	1,250	1,500	2,985	3,000
Lieutenant	308	365	1,542	1,825	3,645	3,650
Captain	383	440	1,917	2,200	4,185	4,400
O. C. Battalion	500	575	2,500	2,875	5,025	5,750
Lieut.-Colonel	617	680	3,083	3,400	6,000	6,800
Colonel	750	840	3,750	4,200	7,200	8,400
General of Brigade	1,000	1,020	5,000	5,100	9,600	10,200
General of Division	1,167	1,260	5,833	6,300	12,600	12,600

The rates of pensions to widows and orphans of soldiers killed or dead from wounds have been increased in a proportion starting (for widows and orphans of privates) at 33 per cent.

PENSIONS TO WIDOWS AND ORPHANS.

Moreover, here are the old rates of these pensions: Private, 563 francs; corporal, 675 francs; sergeant, 825 francs; sergeant-major, 900 francs; adjutant, 975 francs; s.-lieutenant, 1,150 francs; lieutenant, 1,425 francs; captain, 1,650 francs; O.C. battalion, 2,000 francs; lieutenant-colonel, 2,500 francs; colonel, 3,000 francs; general of brigade, 4,000 francs.

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Now, following are the new rates voted by the Chamber for these three categories: exceptional rate, normal rate, reversion rate:—

	Exceptional Rate.	Normal Rate.	Reversion Rate.
	Frs.	Frs.	Frs.
Private	800	800	500
Corporal	900	875	600
Sergeant	1,100	950	700
Sergeant-Major	1,200	1,050	800
Aspirant	1,250	1,075	850
Adjutant	1,300	1,100	900
Adjutant-Chief	1,400	1,150	950
S-Lieutenant, 1er échelon	1,500	1,200	975
" 2e " 	1,600	1,250	1,060
Lieutenant, 1er échelon	1,700	1,350	1,100
" 2e " 	1,800	1,400	1,150
" 4e " 	2,000	1,500	1,260
Captain, 1er échelon	2,100	1,550	1,275
" 2e " 	2,200	1,600	1,325
" 3e " 	2,300	1,650	1,375
" 4e " 	2,400	1,700	1,425
O.C. Battalion, 1er échelon	2,500	1,750	1,450
" 2e " 	2,700	1,800	1,600
Lieut.-Colonel	3,000	1,900	1,750
Colonel	3,300	2,350	2,050
General of Brigade	4,400	2,350	2,700
" Division	5,250	3,500	3,500

These figures are increased 300 francs for each child less than 18 years old.

After having adopted these tables the Chamber continued the examination of the different sections of the project.

First, it has adopted the sections relating to the special forfeiture of the right to a pension, then the section 33 on the right of appeal, and sections 43 to 46 granting the benefits of the law to the firemen of fortified cities placed at the disposal of the Minister of War, to the functionaries, agents and civil workers of the war or the marine who are assimilated to the military for retiring pensions, to those mobilized in the shops of the national defence, and to those mobilized for agricultural occupations other than on the farms of which they are the owners or metayers.

DIVERS DECISIONS.

After a brief exchange of observations they adopted also sections 47, 48, 49, 50 determining the rights of the civil or military agents of the railway systems, of marines having served during the war in the land forces, of widows of doctors or attendants, etc., etc.

Section 51 rules that temporary or auxiliary ranks conferred, for the war, entitle to the corresponding rate of pension and that the pension of a soldier killed in action while proposed for a superior rank shall be settled on that rank, if the appointment has been made—Adopted.

Section 52 declares that the law applies to all the personnel of the health service and to the military formations attached to that service, if the member has been wounded in the war or has contracted disease while on duty.—Adopted.

Were equally voted without discussion sections 53 to 56 and 59 to 65.

Section 57 declares the State owes to all military and marine beneficiaries of the new law, medical chiralurgical and pharmaceutical attendance necessary on account of the wound, or sickness contracted or aggravated while on duty which has brought their discharge, or for the complications or accidents resulting from such wound or sickness.

Mr. Lairolle proposed that this right be extended to the families of those soldiers. The amendment, opposed by the commission, is defeated with many others.

And, after the adoption of the first seven paragraphs of the article, the debate is adjourned to Thursday.

Morning sitting.

APPENDIX No. 3

COMMITTEE ROOM No. 318,
HOUSE OF COMMONS,
OTTAWA, Tuesday, April 8, 1919.

The Special Committee appointed to consider the question of pensions and pension regulations met at 11 o'clock, a.m., the vice-chairman, Mr. W. F. Nickle, in the chair.

Members present: Messieurs Andrews, Béland, Bonnell, Brien, Clark (N. Bruce), Cronyn, Green, Lapointe (St. James), McCurdy, Nesbitt, Nickle, Pardee, Redman, Ross, and Sutherland.

The following communications were read to the committee:—

GREAT WAR VETERANS' ASSOCIATION OF CANADA,
WOODSTOCK BRANCH,
507 Dundas Street, April 3, 1919.

To E. W. NESBITT, Esq., M.P.,
House of Commons,
Ottawa, Ont.

DEAR SIR,—At the last general meeting of the Woodstock Branch of the G.W.V.A., a special committee was appointed to suggest changes in the present pension regulations. The committee was instructed to forward to you and Mr. Donald Sutherland, M.P., copies of their recommendations, in the hope that you would press for such changes as are suggested.

The special committee met this week, and enclosed please find the results of their deliberations.

Yours faithfully,

L. E. LOWMAN,
*For Special Pension Committee of the
Woodstock Branch, G.W.V.A.*

RECOMMENDATIONS OF SPECIAL PENSIONS COMMITTEE OF WOODSTOCK BRANCH, G.W.V.A.

APRIL 2, 1919.

That the pension for total disability for privates and N.C.O.'s be immediately increased to \$1,000 per annum, it being impossible for any totally disabled man to live comfortably on any less amount than this, under present conditions.

That the pensions for lesser disabilities be increased proportionately.

That the pensions for war widows be increased to \$800 per annum, and the allowance for children in this connection be continued until the boys are eighteen years old, and the girls twenty.

That a special allowance be made to pensioners who are instructed to live on a special diet. The allowance to cover the difference between the average cost of living and the special diet.

That in future equal pensions be granted for equal disability, without reference to rank, to all men disabled as a result of service.

That the Government immediately authorize the formation of a medical board of specialists, for the purpose of revising the present awards for various disabilities, some of which at the present time are totally inadequate.

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That paragraph 32A of the Pension Regulations be amended so as to cover special cases of hardship, such as the case of the widow of the late pensioner, Stanley Haward, B.P.C. No. 19160.

H. MUNN,
A. DENNETT,
W. TUCKER,
F. TUNNELLY,
L. E. LOWMAN.

(Translation.)

General Consulate of the
French Republic in Canada.

MONTREAL, April 4, 1919.

Mr. CLOUTIER,
Clerk of the Committee on Military Pensions,
Ottawa.

SIR,—In answer to your letter dated March 31, I herewith send you a note intended for the honourable chairman of the Parliamentary Committee on Military Pensions.

I take this opportunity to thank you for the interest which you kindly manifest towards this question and pray that you may accept, my dear sir, the expression of my highest regards.

The Consul General,
The Chief of the Military Office,

PONSOT.

(Translation.)

General Consulate of the
French Republic in Canada.

MONTREAL, April 4, 1919.

Note.—On the French Reservists in Canada, for the Committee on Military Pensions.

The figures which have been asked for can only be given with all the desired accuracy when the demobilization shall have been completed. Until then quite a number of situations remain unknown to us, on account of the fact that in the majority of cases the granting of allowances to the families of mobilized soldiers keeps in abeyance the settlement of pensions and other questions.

Now the system of allowances, under the provisions of the order dated December 23, 1918, is intended to disappear only progressively and within a delay of about one year.

Apart from that, as it is well known, demobilization in France is much slower than anywhere else in the allied countries, by reason of the special obligations which fall to our lot in face of Germany, our next neighbour. So that the liquidation of the war does not proceed in our country as swiftly as elsewhere, and this is true as regards pensions, aid, gratuities, as well as other matters.

These remarks will justify two figures for each class: the first figure indicates the number of the only cases effectively and regularly made known to the consular authorities in Montreal, the second figure, that of the probable cases established from trustworthy indications.

French mobilized in Canada.....	between	3,700	and	5,000
Mobilized, killed by the enemy.....	"	230	"	350
Widows.....	"	53	"	80
Soldiers entitled to a pension.....	"	15	"	80
Soldiers entitled to a gratuity renewable for a year or two.....	"	35	"	80

APPENDIX No. 3

These figures, let me repeat, have only an indicative value and will have to be revised after the return of the interested parties or their families. A certain number of families (women and children) have been sent back to France; some of them having lost their support, will remain in France, others will come back.

However, these indications will be sufficient to-day to justify the interest which the Committee on Military Pensions will kindly show towards the French Reservists and their families.

(Translation.)

GENERAL CONSULATE OF THE FRENCH REPUBLIC FOR CANADA.

MONTREAL, February 12, 1919.

Mr. TARUT,

President of the Franco-Belgian Sub-committee
of Patriotic Funds, Montreal.

SIR,—In reply to your request, received some time hence in connection with the number of widows of French soldiers killed on the field of honour during the present war, who reside in Canada, and after investigating in the matter with consular agents, I beg to inform you that the number would approximately aggregate eighty (including those who have not as yet made themselves known).

Up to the present date the amount of pension granted to them by the French Government is 563 francs to a maximum, to-wit: about one hundred and five dollars, but I am aware that there is at present a new law of pensions laid before Parliament providing for an increase of at least the double of said amount. As soon as I receive more definite information as regards the official amounts I shall forthwith communicate them to you.

Kindly accept, sir, the assurance of my highest consideration.

The General Consul.

The Chief of the Military Office.

(Signed) PONSOT.

(Translation of communication received at previous meeting from Canadian Patriotic Fund Franco-Belgian Sub-committee.)

THE CANADIAN PATRIOTIC FUND,
FRANCO-BELGIAN SUB-COMMITTEE,
347 VIGER AVENUE, MONTREAL, February 12, 1919.

Miss REID,—I have just received your letter of yesterday. You have had the kindness to tell me that you would unite your efforts with those which are being put forward so as to obtain that the pensions of the French, Belgian and Italian widows should be sensibly the same as the pension granted to Canadian widows.

What would then be contemplated is that the Canadian Government would be asked to pay the difference between the amount of the Canadian pension and that paid by the French, Belgian and Italian Governments. I cannot give you any precise figures, but I have reason to think that they are sufficiently exact to afford the necessary base for making the application to Ottawa.

1. *French Widows.*—We have, in the Montreal District, 30 widows. The number of assisted families in this district is barely inferior to that of those which receive assistance in the remainder of the whole Canada. I would then reckon that there should be about 70 French widows in all. In that figure are included the wives of those who have disappeared and who can safely, we think, be accounted as widows.

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2. *Italian Widows.*—The Italian Consul has told me that there must be about twenty Italian widows in Canada. From information I have been able to gather, I believe that figure is rather high.

3. *Belgian Widows.*—The Belgian Consul has not been able to give me any figures, and he says that he has written to his Government to obtain those figures. As you are no doubt aware, very few Belgians have gone with the Belgian army, the majority of them having been enrolled in Canadian regiments. From information in my possession, there should not be more than eight Belgian widows in Canada, which would give a total of about 100 widows, French, Belgian and Italian.

As regards the amount that should be granted for pensions, it is not yet possible for us to give an exact figure. There have not been so far, in France, any amendments to the old law which existed before 1870, and which provided for a sum of about \$100 annually to each widow.

A new law will soon be in force, and we have good reason to believe that the above figure will be doubled, by reason of the great change in the conditions of life. It is quite probable that the pensions granted to the Belgian and Italian widows will be sensibly the same. We can, then, I think, safely rely upon \$200 or thereabouts, for each woman, and it would then be the difference between that figure and the amount of the Canadian pension which would have to be asked of the Canadian Government in favour of our widows.

A certain number of our widows have gone back to France and no mention has been taken of them in the above figure, because we can presume that those who will be in a position to derive any benefit from the liberality of the Canadian Government are those who were residing in Canada at the time that the law was declared to be in force, and that they will be allowed to receive the supplement of pension which will be granted to them only for the time that they were residing in Canada.

A good number of our widows, who have remained here, are Canadian women who had no interest in going to France. We would be very happy to know that the Government is ready to grant them a supplement of allocation, because it would really be very distressing for them to compare their fate with that of their relatives or friends who have married Canadians and who would then be entitled to a much greater pension.

Thanking you beforehand, dear Miss Reid, for all you will be able to do for those women, who are really worthy of interest, I beg to present you, with the expression of all my gratefulness, my best and most respectful regards.

THE PRESIDENT,
ALFRED TARUT.

Table.

French war widows in Canada, about 70.
Italian war widows in Canada, about 20.
Belgian war widows in Canada, about 8.

Those figures, although not being absolutely exact, are based on the best information we have been able to gather and can be considered as coming very near the truth. It is even possible that the given figures are slightly higher than the real ones.

Pensions.

The new Act on pensions has not yet been voted in France. In 1870, about \$100 was allowed to each woman. The great probability is that such amount will be doubled.

The Belgian and Italian Governments have not yet made known the tariff of their pensions, which will likely be about the same as that of France.

We calculate upon \$200 as being the pension of each widow.

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(Translation.)

GENERAL ITALIAN CONSULATE FOR CANADA,
MONTREAL, February 18, 1919.

DEAR SIR,—In accordance with your request I beg to inform you that I consider that the number of widows of Italian soldiers who reside in Canada does not exceed twenty, and that the amounts of our war pensions are approximately equivalent to those of the French pensions.

Kindly accept, dear sir, the assurance of my highest consideration.

THE GENERAL CONSUL FOR ITALY,
(Signed) L. ZUNINI.

Monsieur ALFRED TARUT,
President of the Franco-Belgian Sub-Committee,
347 Viger ave., E.V.

The VICE-CHAIRMAN: Any other communications?

Mr. PARDEE: I would like you to read this communication, which has been handed to me.

The CLERK: (Reads):

WINDSOR, ONT., March 31, 1919.

DEAR MR. KENNEDY,—Some time ago through the Provincial Executive we took up with Ottawa the necessity of placing at this point a Pensions and Examining Board; in fact, a strong resolution was sent through to our Dominion Executive at Ottawa. We have heard nothing as yet from the Board of Pensions Commission as to what disposition they intend to take in the matter.

As you are aware we are in great need of a Pensions and Examining Board at Windsor, as our men here have to travel 120 miles, and be thrown out of a day's work, which sometimes necessitates them losing four, five or ten dollars a day for \$1.10 which they receive while in London, the first place near here where they have such a board.

You can plainly see the unfairness of the proposition, whereas if we had a board here with so many men returned, it would overcome a lot of trouble and expense, and would no doubt help along the lines of a peaceful reconstruction.

I trust you will look into this matter when there, and advise me if there is anything you can do, or if there is any help you would need from this end to gain the points mentioned in this letter. Cordially yours. Signed: Robert D. Harrison, President.

The VICE-CHAIRMAN: Should this communication not be sent to the Pensions Board?

Mr. ROSS: I think we should discuss it here; it is very important.

The VICE-CHAIRMAN: It is something upon which the board would have to decide.

Mr. ROSS: I think we should express some ideas of our own. There are 2,000 men from the Windsor district, and surely that is enough to justify the establishment of a branch of the Pensions Examining Board in that city, instead of having the men go more than 120 miles to London to be examined, with all the incidental expense.

Mr. NESBITT: I suggest that we file the letter and consider it.

The VICE-CHAIRMAN: Suppose I ask Mr. Archibald to get a report and present it at the next meeting, representing the situation as they see it?

Mr. ROSS: That is all right.

Mr. CRONYN: I desire to mention again the case of the widow of General Cotton, which came up at an earlier meeting. As you will recall, General Cotton, who had

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served forty-two years in the Canadian Militia, died very shortly after his retirement; and his widow, under the original Pension Act of 1901, is entitled to only \$500 a year. Under the regulations of last December, the Pension Board cut off the pension to which she was entitled for the death of one or more of her sons in the war because, in addition to the \$500, she was in receipt of interest on a sum to which, according to the records of the Pension Board, amounted to \$6,000. That was the capital sum, and she was in receipt of the interest on that. I took up the matter with the Pensions Board, and I desire to quote a paragraph from a letter just received dealing with the question. This is the paragraph:—

I do not think the fault lies with the pension regulations. It lies rather with the Militia Pension Act, 1901, R.S.C. 1906, chapter 42, section 25. This provides that the pension for the widow of a colonel shall be \$500. There is no additional provision for the widow of a major-general. With regard to the officer who is retired, he is entitled to one-fiftieth of the pay and allowances of his rank for each year's service and he pays for this by a deduction of five per cent per annum from his pay. If Major-General Cotton were alive and retired he would be receiving a pension probably six or seven times as large as the pension which is being paid to his widow. If the five per cent of the salary which was deducted had been invested in a Government annuity for the benefit of General Cotton so long as he lived and for his surviving consort after he died it is certain that Mrs. Cotton would be receiving a fairly decent annuity. This only makes the unfairness of the Militia Pension Act, in so far as widows are concerned, more striking.

I wish that put on record for the purpose of reference when we come to consider the question. With your permission, Mr. Chairman, I desire also to mention to the committee a case which Lt.-Colonel Towers, of Sarnia, desired to bring to our attention. I have had a telephone message from him at Montreal, where he is delayed. The facts in his case correspond somewhat to the case which Mr. Cockshutt, M.P., brought before this committee some time ago. A well known surgeon in Montreal, this man was in receipt of an income estimated at not less than \$15,000 a year. He enlisted for service with the McGill contingent. His widowed mother had been living with him, keeping house for him, paid by him out of the common purse. He was killed in France, and left to his mother such estate as he had accumulated, which amounts to some \$25,000. She has in addition to this son a young girl whom she is educating. On these facts, the Pension Board, who, up to the regulation of December last, had paid her a pension, as the mother of the deceased Lt.-Colonel, the son being a lieutenant-colonel, I understand, cut off the pension, and Colonel Towers takes the ground that this is a wrongful principle to adopt. While he may not be able to say that the Pension Board were outside the regulations,—they appear to have acted absolutely according to the regulations—he thinks this committee should take into consideration the general position of all mothers, independent of what their private income may be.

The VICE-CHAIRMAN: The committee asked, the other day, that the Pension Commissioners should bring some members of their staff of inspectors for examination as to the methods employed by the inspection staff. We have here this morning three members of the visiting staff of inspectors.

Mrs. M. S. MORROW, Halifax, called.

By the Vice-Chairman:

Q. I understand, Mrs. Morrow, you are doing certain work for the Pension Commissioners?—A. Yes.

Q. What class of work are you engaged in?—A. I do the visiting in Nova Scotia, for the Nova Scotian Branch at Halifax, which takes in the city of Halifax and the whole province of Nova Scotia from one end to the other.

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Q. What the committee is anxious to learn is what your idea is as to the condition of the pensioners and the adequacy of the pensions that are being paid, and, perhaps, it would be better if you would tell the committee in your own words what your idea is in that connection?—A. The condition of the pensioners, as far as my knowledge which covers the whole of the province of Nova Scotia (I have been in every county), at the present time I would say was very satisfactory. We have not had a great number of complaints in regard to the inadequacy of pensions. In the city of Halifax we have had a few which is quite natural considering the expensive living which in Halifax, is, naturally, very much greater than in some other districts. In our country districts our people live on practically nothing, our people in those districts handle very little cash. In our fishing districts the people live practically on the produce of the sea, and when they have a good season they are well off, when they have not a good season they are poor, but, to them the amount granted to a widow is in most cases ample. With respect to the \$40 granted to the widow in the country districts I have no complaint, and, I have also no complaint with regard to the widowed mother or the widowed father. In the city of Halifax we have occasional complaint, when I visit the pensioners they tell me it is hard work to get on as the rents are large and the living expenses are also heavy, in some cases. I would consider the \$40 quite adequate in some cases and in other cases it is not adequate. I am speaking now of the allowance to the widow.

By Mr. Nesbitt:

Q. Just where, may I ask, do you draw the limit? You say that in some cases it is sufficient and in other cases it is not; what makes the distinction?—A. The distinction is that in some of the cases in Halifax our women are living with their families or are earning an extra amount themselves. They have a small family and in those cases where they are living with their own people their expenses are less in regard to not having to pay big rents. In the case of a woman whose husband dies, and who has only one child, she sometimes goes back to live with her own people and she pays no rent, therefore it is enough, but in the case of another woman who is not so situated and who has to pay rent and cloth herself it is a difficult proposition for her to do it on \$40. In our country districts the majority of these people are in a very little home and they have a nominal rent, which runs from \$1.50 a month in those country districts up to \$8 or \$10 and a very few of them pay \$15. I have known of one woman who told me she paid \$3.50 a year for their house, which was a very comfortable little home. Their rents through the country are very low, there is no question about that, and they live on very small amounts. They, as a rule, are producing a certain amount on their properties which they take to the general store and get groceries, etc., in return; they do not handle, and they have not handled through their life, a great deal of cash, so I think, \$40 through the country districts in the majority of cases is sufficient. I could show, if I had the records here, a few cases where it is not adequate, but in the majority of cases it is adequate and I will say we have had practically no complaints in regard to it. In the city conditions are different.

By the Vice-Chairman:

Q. Just before leaving the position of the women, do you find any difference between the allowance to the widow of one child and that to the widow of two children?—A. I do not understand your question.

Q. Complaint has been made to us that the pension for a widow who is alone is ample but when there is a child to look after the amount is not so adequate.—A. I would certainly say it is not adequate where there are children. In some cases the fact that there are children does not interfere with the woman carrying on her occupation because they are at school and it does not prevent the mother from work-

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ing if she wishes to do it, she can provide the children with clothing, which, while not extravagant I think will be sufficient but the cost of clothing and education is high.

Q. Would you say that generally the allowance of the widow and the widow with children is sufficient?—A. I would say it is adequate but not extravagant.

Q. What would you say about the men's pension?—A. I have very little to do with the men pensioners, I do not come into contact with them except when they come into the office; very often I am there when they come in and I talk to them.

Q. What do you find is their point of view?—A. Well, I find that they are more or less disgruntled, sometimes they are justifiably so I think, and sometimes they are rather unreasonable.

Q. Will you give us some examples of what you think were justifiable, so as to have them before the committee?—A. I think it would be very difficult for me to give you concrete cases without referring to the records and I have not them here.

Q. Well, can you give us a general idea along the line of complaints which they have made?—A. Well, it is generally according to their disability, and according to their circumstances and according to their nervous condition at the present time. Some of them, I think, are willing to do work but cannot obtain it and they are disgruntled because they think they are not being treated properly by the Pensions Board and by the people. They come with various complaints of other men who are able to do more work than they are getting a bigger pension than is allowed them, and there is the general complaint that they have served overseas and ought to be more fully compensated. They as a rule have not very definite complaints. Their statements are general, and it is very, very difficult to get them down to hard facts. I would like to mention that this is not my work. I am not in the office, but when I am there I endeavour to explain to them the circumstances and tell them that we are only carrying out the regulations, and that the Pensions Board is not a charitable organization, which a great many of them think it is. They also think that they should be able to come to us, and that we should give them assistance. I have had several people ask me if it would not be possible for us to assist them in sending their children to specialists, or to a hospital. One woman wrote and asked us if we could not provide her with funds to send a child to the hospital, and so forth. They do not seem to realize that there are certain pension regulations, and that we are only carrying them out. The nervous man who, before going overseas, was able to earn a living, returns now, to my mind, certainly incapacitated from earning a living for eighteen months. Owing to his mental condition his grievances are very much aggravated. At the end of eighteen months you will probably find his grievances were not what he thought they were when he makes the complaint. These men are difficult to handle in our province, because they are not satisfied in some cases to come back and return to employment that they were carrying on before they went overseas. I would like to say, from my experience with these men, that I think they are more or less satisfied, or I might say are really fairly well satisfied with their treatment, and that if their good-natured and kindly neighbours and friends would leave them alone and not agitate them and disgruntle them, we would not have very much difficulty with them. Through our country districts in Nova Scotia a great many of our people can neither read nor write. One person possibly in the district receives a daily paper, and he picks out of that paper a few words; he cannot read the whole subject and can only pick up a word or two. He picks out the word "gratuity" or "pension," and immediately starts through his little neighbourhood to ask questions. He finds a man who has possibly lost the tip of his little finger, and asks what his pension is, and when he is told, he thinks it is a small sum. He does not consider that the man has been granted a pension on his disability. He thinks he should be granted a pension because he went overseas, not according to his disability, but because he went overseas. The same thing happens with the dependent father or mother. They do not realize that the Board of Pensions of the Canadian Government is not for one moment attempting to pay for the value of the son's life.

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That would be impossible, but they think that the instant a son or a foster son has been killed, they are entitled to the pension, regardless of the circumstances. They think they are entitled to it whether that boy has ever in any way assisted them or not—that they are entitled to a pension because the son has been killed.

Q. Legally responsible for the loss?—A. Legally responsible for the loss of the life of the boy.

By Mr. Nesbitt:

Q. Going back to that widow with the one child, you said that in some cases the widow with the one child went back to her parents' home, and by that means she could live comfortably on her pension?—A. Yes.

Q. But if she could not do that, if she had to maintain a house herself for her child or two children, if she had two, would the pension be sufficient for the widow and the one child, or the widow and two children at the present rate?—A. At the forty dollars, and twelve dollars and ten dollars?

Q. Forty dollars, twelve and ten and eight. Confine it to the one?—A. That gives her fifty-two a month. Yes, she could live on it.

By the Vice-Chairman:

Q. Could she live on it at Halifax?—A. Yes, I think she could. She would have to be an extremely good manager and very economical, but she could live on it.

Q. The point has been made that the woman who gets forty may go out and work, and very often does, and she may board and live more cheaply than the woman with children; but that the woman with one child has to find a home and has to look after the child if it is small, and it is advisable that she should have a house rather than her room, and that the allowance in the case of one child should be increased, and possibly in the case of two children also. What would you think as to the comparative fairness?—A. Between the two cases?

Q. Between the three cases, or four cases, forty dollars, fifty-two dollars, sixty-two dollars and seventy dollars?—A. Well, take the highest; unquestionably the woman could live on seventy dollars.

Q. That is with the three children?—A. Yes. I am speaking of the city, not the country.

Q. There is no doubt about the country?—A. I do not think so; in fact I should imagine not, from my experiences.

By Mr. Andrews:

Q. As to the low rents of which we have heard, are they low because the tenants are soldiers?—A. No, it is the current rate. In our country district the rents of homes are comparatively nothing. Their value is comparatively small. You will find a farm of thirty acres, a little cottage of four rooms, quite comfortable and all that, valued at about \$150 to \$200. We have more land than people down there, unfortunately.

By the Vice-Chairman:

Q. You think the woman with forty can live?—A. I believe the single woman with forty dollars can live.

Q. With one child, could she live?—A. Fifty-two dollars a month—a little over six hundred dollars a year—yes, personally I would say she could live.

Q. You are as confident of that as of the other?—A. No, not as confident as to the fifty-two dollar case nor the sixty-two dollar case. Unquestionably the woman with three children can live on seventy dollars, and the single woman on forty, but the circumstances of the case make such a tremendous difference.

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By Mr. Ross:

Q. That is, as to how old the children are?—A. Yes. The woman who is receiving her forty dollars and also receiving money for two children, if those children are of age and able to go to school, is able to go out and earn a little money, and in many cases she has done it all her lifetime, she has never done anything else. She has worked every day of her life and has gone out even when her husband was alive and worked every day and she can do so now if her children are of age to go to school at nine in the morning and come home and eat their lunch, which she leaves for them, and she gets home at five o'clock to look after their evening meal. She can do that, but if the woman has two or three tiny children she has to hire some person, or ask some person to come in and take care of those children while she goes out to work. Therefore, when the children are small it is difficult for her to live on that amount.

By Mr. Pardee:

Q. Are you referring to the city or the country districts?—A. I am speaking of the city entirely, not the country districts.

By the Vice-Chairman:

Q. From the point of view of the children when they are young, do you think the mother should stay with them?—A. Yes, unquestionably the mother's place is her home, and therefore, in order to keep her home she would require to have a little more money. She does not need a great deal more, but she should have a little more.

Q. Do your duties take you into the homes of pensioners who are partially disabled?—A. I do not visit the men pensioners unless they are married.

Q. I mean the homes of married pensioners?—A. I visit the homes of partially disabled men.

By Mr. Cronyn:

Q. Do you find much complaint of the allowance for partially disabled men?—A. No, I have not heard complaints.

Q. From elsewhere; we have been told that there are complaints, particularly in the cases of those men who come within the low range of disability, five, ten or fifteen per cent. Have you had any experience of that?—A. Personally, I have not had any experience, but I would like to state that my visiting has been extremely limited. I have not done as much visiting as has been done in other districts because, unfortunately, our Halifax office has been under-staffed. For almost two years, for eighteen months, I had the entire province to cover, so that it was practically and absolutely impossible for me to visit our pensioners. It could not possibly be done. My district extends, gentlemen, for many thousands of miles. I paid a visit the other day, and I went five hundred miles by rail and two hundred miles by carriage; so you will realize that it is impossible for one woman, or one man, to cover Nova Scotia, do investigations, do special cases, and do the yearly visits. So my experience in regard to yearly visiting is extremely limited. I am glad to say that that will now be remedied. We have now an efficient staff, and the visiting will be thoroughly done. But up to date it has not been done, simply because one person could not do it.

By the Vice-Chairman:

Q. Do you find that the partially disabled—I am not speaking of the totally disabled men—are being absorbed in the industrial and commercial life of Nova Scotia? Are they able to get work?—A. To that I am afraid I cannot give a very definite answer. I think they are being given a very fair chance to do it, and I think wherever there is work for them they are being given the preference. But the conditions of our commercial life in Nova Scotia at present are unsettled as they are every place else, and, of course, it is difficult for some men to obtain work. But I think, as a rule, they are being absorbed, and I know they are being given the

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preference. I think you will find—any person who has mixed with them will find—that some of our men are not willing to go back to the work which they did prior to the war, and are not fitted to do other kinds of work. I have one case in mind of a man who came back. I happened to be in the country district and a lady came to me with a very sad tale of how this man had been very badly treated and was soliciting subscriptions for magazines in Nova Scotia, that he had been in her town and she had given him food and done all sorts of things for him. His story was that he had come back and had applied for a position, and had been given one which consisted of sweeping a wharf, that he objected to doing that kind of work, and had been given nothing more. I asked her his name, and on my return to the office I looked up his file. I found he was drawing a small pension—I cannot remember whether it was five, eight or ten dollars. He was only a partial disability. I made inquiries in reference to the man and found that on his return from overseas he had applied for employment to W. B. McCoy. He had been given a position but it was not that of sweeping a wharf. Our wharves are not swept. He was given a position, but objected to it, saying he wished an accountant's position. Mr. McCoy took the trouble to get him an accountant's position, and when this was done he went to the office for a certain number of days, and the person, in whose office he was employed, reported that the man was absolutely incapable of doing accountant's work, that he did not know anything about it. He had never done it, and could not do it; so, of course, he lost his position. In the meantime, he had been appointed to the Dominion Police, but before that appointment, in the interim between his losing the position of accountant and joining the Dominion Police, he, at his own desire, undertook to get subscriptions for the *Courier*. The man was not hardly treated, as you will see. He was dissatisfied; he did not want to do the work which he had done before he went overseas, and he was not capable of doing the work that he wanted. He is now in the Dominion Police, and fairly well satisfied; but you see it is a difficult proposition to please our men when they are not satisfied to go back to the work they are capable of doing. I have been accused of being hard on the returned soldier and on the pensioners, but I am not. I would do anything in the world for them, but I am not going to spoil them; it is not fair to them. We want men, not spoiled children.

By Mr. Sutherland:

Q. You have mentioned one particular case; have you had many similar cases in your experience?—A. No, I have not. That was the only special case brought to my notice. There may have been others, however, brought to the attention of the office, but that was the only one brought to my personal knowledge.

By Mr. Andrews:

Q. I gather from your remarks that it is your general experience that the men do not realize that they are being pensioned for disability only; that they think they are being paid for their services overseas?—A. Yes, a great many of them do.

Q. You find that these men do not understand that they are being pensioned for physical disability only?—A. I do not think I quite said that.

Q. I gathered from your remarks that they expected to be paid for their services overseas.—A. I was referring to the dependents, not to the men themselves.

Witness retired.

Miss E. M. KEARNEY, called.

By the Vice-Chairman:

Q. I understand you are engaged in inspectorial work for the Pension Commissioners?—A. Yes.

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Q. Where?—A. In the Montreal district.

Q. In the city?—A. No, we cover the military district, the eastern townships, the north shore of the St. Lawrence as far as Three Rivers, and the Laurentian mountains.

Q. Just tell the committee some of your experiences along the lines of Mrs. Morrow's testimony. Tell us about the rents?—A. So far as rents are concerned, they are very much higher in Montreal than in other parts of the province of Quebec, or in Nova Scotia. You cannot possibly get a house in Montreal for less than \$6 or \$7 a month, not even the so-called community houses that are put up by different organizations to be rented out to the men who are in their employ. Out in the country—

Q. Can you get houses in Montreal for \$6 or \$7 a month?—A. Yes.

Q. What sort of a house?—A. It will probably consist of a three-room house, built in the back of a yard.

Q. What would be a reasonable rent for a mechanic's house?—A. I would say from \$11 to \$16. Out in the outlying districts the housing is poor. The visiting in the district of Quebec, particularly up in the mountains, necessitates miles and miles of driving—sometimes requiring half an hour and sometimes three-quarters of an hour driving to one's neighbour, and even in these localities one cannot get a house for less than \$5 or \$6 a month, and that does not include an acre of ground—if there were some ground where the people could cultivate it would be different—but there is just a little bit of ground and the tenant does not dare to trespass beyond the limits of the small area. That would be a two-roomed house, reached by means of a ladder, and built right up against a bar with no dividing wall between, consequently the conditions are most unsanitary.

Q. No dividing wall between the house and the barn?—A. Well it is only just a plain wooden wall—the house is built up against the barn.

By Mr. Nesbitt:

Q. Do they keep pigs?—A. Oh, they keep everything, pigs included. Many times we have to push a pig away to get to the front door.

By the Vice-Chairman:

Q. What do you say about a \$40 allowance for a widow without children?—A. In many outlying districts it is more than the women have ever had in their lives before, but in so far as the city is concerned it is very hard for the women without children to live and with regard to the woman with four or five children—

Q. Supposing you take the widow without any children, do you think she needs more than \$40 to live in the city?—A. She needs \$50.

Q. Now the woman with one child first, a little child?—A. That woman according to the Pension Regulations gets \$52, and on the same basis that would give her \$62, which would seem to me to be inadequate.

Q. Now she is getting \$52 only and she should get?—A. \$62.

Q. Suppose she has two children, the present regulations would give her \$62. Can she live in the city if they are small children on that?—A. If they are small, yes, but once they begin to go to school and have to be educated, with a woman whose children are going to school it would be difficult owing to the educational system of Quebec. In very many outlying districts school fees have to be paid and books have to be bought and as a consequence there are a number of children who do not go to school; there is no compulsory educational laws in Quebec.

By Mr. Lapointe:

Q. They have free books in Montreal, have they not?—A. No, schooling is free but you must provide books and any child that has no books must go back home.

Q. Free books are furnished for poor people?—A. Well, my experience has been that wherever people are receiving an allowance from the Government, regardless of

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what the amount may be, as long as it has the name of an allowance from the Government they are not counted as poor people.

Q. We do not take count of an allowance from the Government with regard to the schooling in Montreal; the property owners are paying for it?—A. Yes, but the books are not supplied.

Mr. LAPOINTE: The books are supplied to families that are poor. Our principals in every school are instructed to keep books and give them to the children if they are satisfied that the people cannot buy them.

By the Vice-Chairman:

Q. As I understand Miss Kearney's stand it is this, that where the widow is getting a pension, and there are children, those who are responsible for the decision do not consider her to be a poor woman when she is getting a pension?—A. In every case I ask the question whether the children are going to school and the name of the school which they are attending; of course I have a list of the schools and I have never yet received any answer different from this, "Yes, but we have to pay for the books, which are very expensive."

By Mr. Lapointe:

Q. The poor children are generally given books free, that is our practice; if the father or mother think they cannot buy the books then they will be given to the children free?—A. But in the registers of the schools—I have gone to the schools in cases like that and I have looked at the registers in the principal's office and I have seen it entered there, "Child of a soldier," and I have seen it recorded there that the children did not attend regularly, that they have no books, and I have said, "Why?" and the reply has been, "We have the books here for the poor children, but the mothers of these children are getting an allowance."

By the Vice-Chairman:

Q. Do I understand that in your opinion you think both in the rural and in the urban districts of Quebec the pension allowances are too low for the widows and in respect to the children?—A. Yes, I do.

Q. They need to get \$10 a month up?—A. Yes.

Q. Have you any experience in the homes of disabled men?—A. Yes, I have gone into many of them and I would say that the discontent is very largely among the men who are disabled anywhere from 5 per cent to 25 per cent, and who are getting a small disability pension. That is a small amount for a man who has a wife and children and consequently he is discontented for the same reason that Mrs. Morrow has referred to, that he does not get the idea that he has been pensioned according to his disability, he thinks that he is pensioned for his service. They have complained to me and they say, "I have served for three years and I am only getting \$10 a month while my neighbour who served only nine months is getting \$30."

By Mr. Lapointe:

Q. I have heard the same complaint, but I do not know why?—A. They do not look at the pension as having been given according to their disability and, I am afraid, it would take a lot of persuasion to make them look at it that way.

By the Vice-Chairman:

Q. Have you any suggestion as to how that difficulty can be overcome? Is it that they do not understand or has it not been fully explained to them?—A. I think they are spoiled to a great extent.

By Mr. Andrews:

Q. It is a very common thing to hear them say, "I have been over there three years and I am only getting \$10 a month," that is a common expression heard everywhere.—

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A. I think there are very many of those soldiers who have a greater desire to get a pension than they have to get a position; while that class is in the minority there are quite a number of men coming within it.

Q. What do you mean by "position," a Government position or work?—A. Work of any kind.

By the Vice-Chairman:

Q. With regard to the men who are getting pensions from 25 per cent upward do you think those pensions are fairly adequate?—A. Oh, yes, I do. Of course in exceptional cases they may not be, but in the majority of them it is fairly adequate.

By Mr. McCurdy:

Q. What do you find, at the present time, to be the disposition on the part of employers towards the soldiers?—A. They are willing to give the returned soldier a chance, but unfortunately I have met the managers of six or seven firms in Montreal, whom I know personally, and they told me they would not give employment to a returned soldier.

By Mr. Ross:

Q. Why?—A. They claim that they could not give him the position in view of the fact that he would be off so much on account of sickness. I have argued that point with them many, many times.

By Mr. McCurdy:

Q. Do they allege that their decision is based on their experience in the employment of returned soldiers, or are they opposed to it on principle?—A. They are opposed to it, and oppose it on heresay.

By Mr. Pardee:

Q. They have not tried?—A. No, and they will not try.

By Mr. McCurdy:

Q. A large number of firms have given employment to returned soldiers?—A. Yes, quite a number.

Q. We had before the Committee on Returned Soldiers a year or two ago the Dominion Bridge man, who told us that he had at that time in his employ 600 to 700 returned soldiers.—A. Many munition plants, Peter Lyall & Company, Dominion Bridge Company and the Canada Car and Foundry Company, where they have two applicants and one of them a returned soldier, the returned soldier gets the preference and allowances are made.

By Mr. Nesbitt:

Q. Most of the large firms would give them a good opportunity?—A. Yes, the larger firms would.

By the Vice-Chairman:

Q. Has your experience led you to any conclusion as to whether or not there is this industrial impairment as alleged?—A. No.

Q. Do you mean that your experience does not lead you to any conclusion, or that there is no impairment?—A. My experience has led me to believe the returned soldier is making good.

Q. When he gets a chance?—A. Yes. Give him a chance and he will make good. In many cases these men are employed in firms where they have a large staff, and most of them have had previous business experience, and we know these business firms, and when we hear of our pensioners being in these firms we very often telephone to the people whom we know, and tell them of the returned soldier being there,

[Miss E. M. Kearney.]

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and asking them to give him every consideration and to report to us on the man's progress. Of course, this is entirely outside of pension work.

Q. Is there a Soldiers' Aid Commission in Quebec looking after securing employment for returned men?—A. Yes, there is the branch connected with the D.A.C.R., and also the Quebec Returned Soldiers' Association, as they call it, with an office in the Dandurand Building.

Q. It is well organized?—A. Yes.

By Mr. Lapointe:

Q. Are there many soldiers not yet pensioned in Montreal?—A. Well, of course, as they are discharged their medical documents are sent to Ottawa, and the pension goes through if they are eligible for it.

By Mr. McCurdy:

Q. What time does it take to get a pension from the time the application is made.—A. I think Mr. Archibald could answer that better than I can.

By Mr. Lapointe:

Q. In your visiting here and there, did you hear there was some trouble or complaint about that?—A. Under the present system, a man is notified as to what his pension will be, and then if he is dissatisfied, he appears before our medical examiner, and of course that takes a longer time than it would if the man were satisfied with the pension which was to be given to him.

By Mr. McCurdy:

Q. Is there any unreasonable delay in the granting of pensions?—A. The question does not arise, because the post-discharge pay carries them over.

Q. Can you tell me the average time between the time of discharge and the award being given?—A. I would say six weeks to two months.

By the Vice-Chairman:

Q. Have you in your experience had any complaint from soldiers that their pension awards did not go through promptly?—A. Not in the last nine months, but prior to that there were complaints.

By Mr. Cronyn:

Q. Have you an opinion as to the adequacy of the pension to a totally disabled man who has a wife and three children—a family of five?—A. In my opinion it is quite adequate, because of the many total disability pensioners I doubt if there is ten per cent of them who cannot take up some work, even though they are totally disabled pensioners. Take a man suffering from tuberculosis, one hundred per cent disabled, receiving a total disability pension, that man can do outside work. He will very often run a mail livery in the mountains, and in addition to that he is getting his pension.

By Mr. Sutherland:

Q. Is the man who is totally disabled and not able to earn anything outside of the pension able to get along? How does he get along? Do you find much difficulty with that class?—A. No, because in the majority of cases they have the Helplessness Allowance.

By Mr. Cronyn:

Q. I would like to make the matter more definite. Is \$1,056 in Quebec sufficient to maintain the average family of five, man, wife and three children, assume he does no work whatever?—A. Yes, it is.

Q. In your opinion it is?—A. Yes.

Q. Can a man and wife and three children live in Montreal for \$1,056?—A. Yes.

Q. Reasonably well?—A. Yes.

[Miss E. M. Kearney.]

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By Mr. Ross:

Q. You say that a woman receiving forty dollars cannot live reasonably, but can only maintain herself if she has no children? Does she as a matter of fact supplement that forty dollars by working?—A. Well, in many cases they do, but in other cases they do not, chiefly on account of pride.

Q. And you really think that if she does not supplement that with outside work she cannot live on forty dollars a month?—A. Not reasonably.

By Mr. Lapointe:

Q. You heard Mrs. Morrow's statement a few minutes ago?—A. Yes.

Q. About the custom of the wife leaving her baby or children at home, and going to work, and earning something. Do you know anything about that in Montreal, whether it is done generally?—A. It is not customary in Montreal.

Q. So that soldiers have to count on the \$1,056 to live on?—A. Yes.

Q. And you calculate that some houses may be rented as low as \$7 a month?—A. Yes.

Q. Will you point out where you can find those places?—A. Point St. Charles.

Q. In the backyard or somewhere or other?—A. You can get a little house for that.

Q. Would it be more barn than house?—A. No, a comfortable house. Of course, they are not A1 houses. You can also get houses at \$10 a month on the streets. Do you know Montreal?

Q. Yes, I do.—A. On the streets around the Hochelaga district you can get them.

Q. I do not want to contradict you, but there is no such thing as you describe in that district. The rents are up to \$15. You get quite a small tenement for \$15, I think. As to Point St. Charles you are probably right. You may have a building in a backyard, and so on, but in the other districts you cannot get them?—(No answer.)

By Mr. Brien:

Q. Regarding the tuberculosis case which you referred to, where a totally disabled tubercular case might carry on in the rural mail delivery in the mountains, that man, I presume, would live in a small house with a family—two, three, four, five or six children?—A. Yes.

Q. A total disability pension is not granted in tuberculosis cases, unless they are totally disabled and the case would be considered far enough advanced for a sanatorium?—A. We have a visitor on our staff who is a totally disability pensioner, a tuberculosis case, and he is one of our out-of-town visitors.

Q. Are no precautions taken for the protection of the family in that case?—A. This man does not happen to have a family.

Q. I was asking with reference to a case where there is a family?—A. Yes, the man sleeps out of doors, and when the visitor calls we always impress upon them the necessity of sanitation and of taking precautions to prevent the spread of disease. The man is also summoned to the district office for medical examination every six months, and there again he is cautioned by the medical examiner.

Q. This man has a total disability pension, and I am afraid his disease is in an active state.

By Mr. Lapointe:

Q. When you say Montreal, do you include Verdun? There has been quite a lot of soldiers from there, and I have had no complaints at all.—A. We have had no complaints; in fact, we find the class of people who live in Verdun give us the least trouble.

Q. Do you visit the French part of the city, too?—A. Yes, sir.

[Miss E. M. Kearney.]

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Q. Do you know what I mean by the St. James' district?—A. That will be around St. James' parish.

Q. Where the Laval school is, and the fine suburb along the whole of Sherbrooke street. Have you heard any soldiers complaining around there?—A. No.

Witness retired.

Mr. W. R. ELLIOTT called.

By the Vice-Chairman:

Q. You are doing certain inspectorial work in connection with the pensions?—A. I am.

Q. Out of Kingston?—A. Out of Kingston.

Q. Would you tell the committee how you find conditions there, and let us have any suggestions you may care to make?—A. Amongst the dependent pensioners in the Kingston District, my experience has been that conditions are eminently satisfactory. We have no cases, at least not to my knowledge, where a widowed mother, or a widow, either with or without children, who is a careful manager is suffering any hardship. With regard to the disability pensioners, I find, not only as a member of the Pensions staff, but as a member of the Great War Veterans' Association, and a returned man, that they complain not about the percentages awarded by the doctors, but about the amounts. The man who has a definite disability very rarely complains. It is the man whose disability is very small, and perhaps non-existent, who complains.

Q. When you say that they do not complain about the percentages but about the amounts, you mean that they complain they do not get enough money for the disability?—A. When a man goes to the Kingston office, the doctor endeavours to send him away satisfied. He tells him he is going to recommend a pension, that he has a certain percentage of disability, and explains how he computes that disability. In ninety-nine cases out of one hundred the man agrees with the computation of the doctor. He may not agree with the amount which he gets.

By Mr. Nesbitt:

Q. Does the doctor explain at the same time how much he will get for the percentage?—A. Yes, the doctor can show him the scale for himself, and for his wife and children.

Q. And when he gets that he begins to grumble?—A. That is the man with the small pension. I do not find that the man with a big disability grumbles.

By Mr. McCurdy:

Q. Does the latter grumble about the total?—A. Not usually, sir.

By the Vice-Chairman:

Q. Do you cover the rural districts as well as the urban district?—A. I do.

Q. How do you find the cost of living in the county, as compared with the city?—A. It is a good deal less in the county.

Q. Do you think a woman can live on \$40 a month in Kingston, that is a woman without children?—A. Yes, I think she can. She can either live in a small house, or board. Among the cases I have visited, I have never found a woman in need, provided she was a good manager.

By Hon. Mr. Ross:

Q. She is comfortable?—A. Yes, not stylish, but comfortable.

By the Vice-Chairman:

Q. Take the woman with one child who gets \$52. How do you think she is situated?—A. I think the same remark applies to her; if she manages her pension allowance in the way she should she can live comfortably.

Q. Do you think the same all the way up?—A. The same for others with children.

[Mr. W. R. Elliott.]

By Mr. Ross:

Q. Do you mean in the city?—A. Either in the city or country.

By the Vice-Chairman:

Q. Then in your judgment, the allowances are sufficiently high to permit of a reasonable living?—A. They are, so far as I have ever seen. I have had no cases in my experience extending over sixteen months which would go to show that a woman cannot live reasonably well on the allowance.

By Mr. Ross:

Q. Give us a idea of what your experience has been. Have you any record of the number of people you have visited?—A. I cannot tell you that. I have investigated several cases in Kingston, Belleville, and other towns in our district, and in the country.

By Mr. Pardee:

Q. How many visits have you paid all together?—A. I can only give you a very vague idea. In some weeks, 30, or 40.

By the Vice-Chairman:

Q. Have you made five hundred visits altogether?—A. Yes, I think I have.

By Mr. Redman:

Q. Is there any margin for the accidents of life, illness and emergencies, and that sort of thing?—A. A very small margin.

By Mr. Brien:

Q. Take the case of a widow without children; can she get board and lodgings in the city of Kingston at much less than a dollar a day?—A. No, I do not think so.

Q. That is \$365 a year out of \$480, which leaves little more than \$100?—A. A dollar a day would be \$7 a week, and I think perhaps that a woman there can get a very comfortable board for about \$5 a week.

Q. Does that include food and lodging?—A. Food and lodging.

Q. Board and lodging?—A. Yes.

Q. Comfortable?—A. Yes, very comfortable.

By Mr. McCurdy:

Q. Do you ever have any difficulty in investigating cases where wives of pensioners are drifting into trouble?—A. Yes, and where there are two wives, I have only had one case of that sort.

Q. Have you had any trouble in locating cases of pensioners drifting into immorality, where you have had to take some action?—A. We have had some cases of that kind come to our notice, mostly among widows.

By Mr. Pardee:

Q. Taking your evidence altogether as near as I can get at it it is that in your opinion the pensions that at present are paid are sufficient?—A. In my opinion the pensions that are being received at the present time are sufficient to keep a woman fairly comfortable.

Q. And your opinion in that respect applies to the whole of the graduated scale including the lower?—A. I base my opinion on the cases I have seen.

Q. And outside the disability pensions your opinion is the same generally, all through?—A. Yes, for the disability, all through.

[Mr. W. R. Elliott.]

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Q. How are the rents at Kingston?—A. The pensioners usually get small houses; you can get them for \$10 to \$12 a month.

Q. As low as that?—A. Yes. I think they can get a house around there that is quite respectable for from \$10 to \$15 a month.

By Mr. Sutherland:

Q. Do you find any difficulty where some of them are ill and require doctors and attendance?—A. No, I have never come across any cases of that sort where there is any difficulty with regard to the allowances.

By Mr. Nesbitt:

Q. But they do have illness, of course?—A. I presume so, but I have never met any case where the pensioners had been ill and required assistance.

By Mr. Pardee:

Q. The man has always been able to take care of himself?—A. So far as we know, he has been able to get along all right.

By the Vice-Chairman:

Q. That is perhaps due to the fact that the military hospital and the Soldiers' Civil Re-establishment are there, and it is the headquarters of the Soldiers' Aid Association of Ontario, and there is also the Great War Veterans' Association, so that the ground is pretty well covered.

By Mr. Pardee:

Q. On account of those institutions Mr. Nickle has spoken of to take care of all the cases of illness and that sort of thing, the returned soldier in Kingston is well provided for?—A. Yes, I believe he is.

Q. But he might not fare as well outside?—A. Supposing a returned man fell ill from his disability recurring, he would receive free treatment and support from the Department of Soldiers' Civil Re-establishment.

Q. And at his own home?—A. Not necessarily.

Q. Well, he would receive it in the institutions that have been spoken of?—A. Yes.

Q. But that would not apply to the outlying districts?—A. Oh, yes; any man whose disability occurs can receive treatment.

Q. I understand that, but in the case of ordinary illness, not a recurrence of the man's disability, would he be helped in that way at all?—A. I understand that for one year subsequent to discharge treatment will be given to any man who has come back regardless of how the illness was caused.

Q. Leaving out the Kingston district altogether—take another district—would it be just as happily situated as Kingston is for that sort of treatment?—A. I do not know about that.

Q. Supposing you take away what you have just told us now, that for a certain period they would receive free treatment, will that make in your opinion any difference as far as the pension is concerned?—A. Well, in cases like that, if the man were to fall sick probably he would have a hard time.

Q. Then, without these privileges, do you think the pension is sufficient?—A. I do, because an ordinary labouring man if he falls sick has no provision made for him now and, I think, the pensioner is just as well off as he is.

Q. Then your argument is that provided the pensioner is getting as much as the ordinary labouring man he is just as well off?—A. I do not think they are; not exactly.

Q. I am taking the whole graduated scale of pensions and asking you for a general opinion. Do you think—I want you to thoroughly understand the question—that for each particular case the pension paid is sufficient?—A. I do.

[Mr. W. R. Elliott.]

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Q. Do you think that after the period of free treatment of disability and illness under the present pension law has expired that it will still be sufficient?—A. I do.

Q. And you base your opinion on that point on this: that if the ordinary labouring man can live, the pensioner can live?—A. I do.

Q. Then you will only go this far along that line, that the pensioner must get as much proportionately as the ordinary labouring man? That is a fair deduction, is it not?—A. You mean with regard to the pensions?

Q. You say that a pensioner ought to be able to live as well as the ordinary labouring man?—A. Yes.

Q. And so that is why the pensioner should be satisfied?—A. When I said that he could live I meant he would be able to make just as good provision if unfortunate circumstances should befall him, like sickness, as that same man would have been able to make before the war ever started.

By Mr. Andrews:

Q. Here is a case which was submitted to this Committee as necessary clothing for a widow showing what it would cost a widow in a western city, "1 winter suit \$45; 1 winter coat, \$35; 1 winter hat, \$10; 1 pair of winter boots, \$7.50; 1 pair of summer shoes, \$7.50; 1 pair of overshoes, \$2; two winter woollen petticoats at \$3 each, \$6; 1 pair winter mittens, \$3; 2 suits winter underwear, \$9; 4 pair of winter stockings at 75 cents, \$3; 1 summer dress, \$1.25; 3 suits summer underwear at \$2, \$6; 6 waists and blouses at \$3, \$18; 2 pairs corsets at \$6, \$12; 2 summer petticoats at \$3, \$10.50; 6 collars at 15 cents, 90 cents; neckwear, ribbons, etc., \$1.06; 4 pairs of summer stockings at 75 cents, \$3; 2 pairs of gloves at \$1.50, \$3; 1 dozen handkerchiefs at 25 cents, \$3; 1 summer hat, \$1.10; 1 pair of rubbers, \$1.35; making a total of \$226.75. Now that comes to about \$18 a month and if you have to add rent on to that it would leave the woman a very small amount out of her \$40 allowance. What do you say as to those prices in comparison to what the prices are at Kingston?—A. I think perhaps that these prices are a little higher than a pensioner would pay in Kingston. I am not extremely familiar with prices.

Q. I wanted to find out if there was that difference.—A. For instance, this says "suit \$45." I think you can get a respectable suit for less money than that.

Q. How much?—A. Twenty-five or thirty.

By Mr. Nesbitt:

Q. A man's suit?—A. A lady's suit.

Mr. LAPOINTE: Is there any allowance made where a pensioner is living in a place where everything is dearer?

The VICE-CHAIRMAN: No, the pension rates are constant from the Atlantic to the Pacific.

Mrs. M. S. MORROW, re-called.

By the Vice-Chairman:

Q. Will you tell us something about that list of prices for ladies' clothes?—A. This seems to me, according to my limited means, rather a very good outfit. To begin with, take the question of winter suit. I do not suppose you gentlemen are very much of any authority on ladies' wearing apparel, and I would like to say that I know nothing of Edmonton prices. I am speaking of my own personal knowledge. A winter suit is put down here at forty-five dollars. The one I have on did not cost that much. If a woman pays forty-five dollars for a winter suit it should last her three winters; therefore, you could divide that forty-five by three. She has got a winter coat at thirty-five dollars. That is exactly the same.

By Mr. Nesbitt:

Q. My winter coat lasts ten years sometimes.—A. This is a lady's outfit. The suit I have on has lasted me for three years, and it did not cost forty-five dollars. Then, I

[Mr. W. R. Elliott.]

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see summer dress \$25. She is rather expensive with her corsets. She can buy them for a great deal less than \$6 a pair, and she need not of necessity pay 25 cents for her handkerchiefs. She can get very good ones for 10. Looking over that list roughly, I should say that that was an extremely liberal allowance.

By Mr. Ross:

Q. Extravagant?—A. Yes. I do not mean to say that some ladies are not paying \$150 for their suits, but I am speaking of the average woman drawing a pension.

By Mr. Nesbitt:

Q. The pensions are allotted on the basis of the ordinary labouring man in the labour market.—A. Then that is a very extravagant allowance to my mind. I have clothed myself and two grown up daughters for a great many years, and I should know something about it, and I say that is a very liberal amount, and I should think you would find that the majority of women drawing pensions do not spend anything like that for clothes.

By Mr. Nesbitt:

Q. That is an allowance for a year?—A. Yes.

By Mr. Cronyn:

Q. That is \$226 a year for a woman's clothes alone?—A. That is what it states here. I would call that an extravagant amount.

Witness discharged.

PTE. FRANK W. MALLETT *re* BRITISH PENSION.

BICKERDIKE, ALTA., April 1, 1919.

HON. N. W. ROWELL,
Ottawa.

DEAR SIR,—Yours of the 22nd of March to hand for which I thank you.

When I wrote you *re* pension on the 17th I forgot to mention the fact that I am not incurring any expense whatever upon the Government, such as vocational training or hospital treatment, both of which I am at liberty to do.

When re-examined by the medical men of the Pensions Board on February 10, at Edmonton, they told me that if I wished I could be placed in a soldiers' home for totally disabled down near the sea coast, but as I have a comfortable little home for my wife and I here told them I preferred to remain here and I am at present taking medicine at my own expense rather than go to hospital and leave my wife alone.

But I surely cannot live on the British rate of pension. Thanking you for your further consideration, I remain,

Yours sincerely,

FRANK M. MALLETT.

REPLY.

OTTAWA, April 9, 1919.

Personal.

DEAR MR. MALLETT,—I have received your further letter of April 1, supplementing your letter of March 17, for which I thank you.

Yours faithfully,

N. W. ROWELL.

The Committee adjourned till Thursday, 10th instant, at 10 o'clock.

[Mr. W. R. Elliott.]

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PROCEEDINGS OF THE SPECIAL COMMITTEE ON PENSIONS AND
PENSION REGULATIONS.HOUSE OF COMMONS, ROOM 318,
THURSDAY, April 10, 1919.

The Committee met at 11 a.m., the Chairman, Hon. Mr. Rowell, presiding.

Members present: Messieurs Andrews, Bonnell, Brien, Green, Lang, Nesbitt, Nickle (vice-chairman), Rowell (chairman), and Savard.

The following communications were read and considered:—

(1) Letter from the Deputy Minister of Labour submitting a memorandum in respect to cost of living and family budgets, prepared by the statistical officer of the department.—Ordered that copies be typewritten for the use of the committee.

(2) Letter dated April 1, from Frank M. Mallette, supplementing letter of March 17, in reference to insufficient British pension, but incurring no expense upon the Canadian Government for treatment.—Ordered extended on the records. *See* No. 10 copy of Evidence.

(3) Extracts from the Act of 1919, relating to French military pensions with tables showing the new rates of pensions for 10 per cent, 50 per cent, and 100 per cent disability, as to privates, corporals, sergeants, etc., to the rank of a General of Divisions; also rates of pensions to widows and orphans, and children who are under 18 years.—Ordered extended on the records. *See* Appendix to No. 9 copy of Evidence.

The committee then proceeded to consider the question of pensions relating to widows of certain Generals who had served in the Canadian militia; also the question of pensions relating to widows and dependents of British and Allied reservists who are Canadian citizens.

On motion of Mr. Nesbitt, seconded by Mr. Andrews, it was resolved that further considerations upon the various questions pertaining to pensions, now before the committee, and the question of preparing a Bill relating thereto, be deferred until next meeting to be held on Thursday, April 24—which was agreed to.

On motion of Mr. Green, the committee then adjourned.

V. CLOUTIER,
Clerk.

N. W. ROWELL,
Chairman.

THURSDAY, April 24, 1919.

Owing to a Government caucus held this day, notices were sent to members of the committee, on instructions received from the chairman, requesting that the meeting be postponed.

HOUSE OF COMMONS, ROOM 318,
TUESDAY, April 29, 1919.

The Committee met at 10.30 a.m., the Chairman, Hon. Mr. Rowell, presiding.

Members present: Messieurs Andrews, Bonnell, Brien, Clark (N. Bruce), Cronyn, Green, Lapointe (St. James), McCurdy, McGibbon (Muskoka), Nesbitt, Nickle, Pardee, Redman, Ross, Rowell, and Sutherland.

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The following communications were read, considered and ordered extended on the records:—

(1) From Mr. E. H. Scammell, D.S.C.R., in reference to total disability, and Incurables.

(2) From Mr. C. G. MacNeil, Dominion Sec'y-Treasurer, G.W.V.A., in reference to Widowed mothers, and the term "Military service."

(3) From M. Alfred Tarut of the Franco-Belgian sub-committee, C.P.F., in reference to supplementary pensions for dependents of reservists in Canada.

(4) From Sir Herbert B. Ames, M.P., in reference to Widows of British reservists and widows of members of the Royal Air Force.

(5) From Mrs. Buchan, widow of Brigadier-General Lawrence Buchan, C.M.G., C.V.O., in reference to pension.

(6) From Mr. M. G. Northam, Medicine Hat, Alta., in reference to claim of pension.

(7) From Hon. Mr. Crerar and H. B. Willing, Winnipeg, in reference to Imperial Veterans in Canada.

(8) Comparative scale of pensions to private, totally disabled by war service,—Prepared by the British Branch of the Pensions Board.

The following communications were received, and ordered for further consideration, when those questions, therein set forth, will be considered by the committee:—

(1) From the Prime Minister's Secretary submitting the case of Mrs. Greenwood, widowed mother of the late Pte. Arthur Greenwood, No. 472809, 46th Canadian Infantry.

(2) From Dr. C. R. Dickson, Chairman, Blinded Soldiers' Committee, Toronto, in reference to the case of William Cumber Drake, a Veteran of the Northwest Rebellion.

(3) From Col. Hugh Clark, M.P., and Mr. John F. Buckley, in reference to soldiers obituaries and military cemeteries.

(4) From Major Coristine, B.P.C., submitting an extract from the "Petit Parisien" which sets forth the scale of pensions, in France, according to the degree of disability.

The committee also considered a communication received from Mr. H. J. Woodside, Secretary of the Ottawa Branch, G.W.V.A., and a copy of resolutions adopted by the said Branch, in reference to appointments of men who are not returned soldiers, to positions on the Board of Pension Commissioners.—Resolved that said communications be referred to the proper authorities for inquiry and report thereon.

The Committee then adjourned until Tuesday evening, 29th April, at 8.15 o'clock.

HOUSE OF COMMONS, Room 318,

TUESDAY, 29th April, 1919.

The Committee met at 8.15 p.m., the Chairman Hon. Mr. Rowell, presiding.

Members present: Messieurs Lapointe (St. James), McCurdy, McGibbon (Mus-koka), Nesbitt, Nickle and Rowell.

The Chairman instructed the Secretary to refer the various cases presented by Mr. Cockshutt, M.P., to the Board of Pension Commissioners, for report.

There being no quorum, the Chairman adjourned the meeting until Thursday, May 1, at 8.15 p.m.

APPENDIX No. 3

COMMUNICATIONS AND STATEMENTS.

(1)

Department of
Soldiers' Civil Re-Establishment.

OTTAWA, 3rd April, 1919.

Dear Mr. ROWELL:—

I am directed by Sir James Lougheed to forward to you a copy of a memorandum which I addressed to him on the 29th ultimo, regarding totally disabled pensioners.

Yours faithfully,

E. H. SCAMMELL,
Assistant Deputy Minister.

The Hon. N. W. ROWELL, K.C.,
President of the Privy Council,
Ottawa.

DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT.

OTTAWA, March 29, 1919.

The Honourable the Minister:—

In view of the consideration which is now being given to the subject of pensions by the special Committee of Parliament, I desire to bring to your notice a situation which should, I submit, be dealt with by that Committee.

Owing to the fact that the term "total disability" is now given a technical meaning there may be, and often is, a decided difference between a man with a total disability and a totally disabled man. In the table of disabilities issued by the Board of Pension Commissioners there are numerous injuries which entitle a man to 100 per cent pension, known as a total "disability" pension. In some of these the man is totally disabled, in other words cannot earn anything, while in the others his earning capacity may not be diminished at all. To illustrate—a man who has been disabled by being shot through the spine is entitled to 100 per cent pension. If he is bed-ridden he may be given an additional \$300 per year, making a total of \$900 per year. If, however, he is not bedridden, though he cannot work at all he is entitled only to \$600. On the other hand a man who has lost all his fingers or all but one finger on both hands, or a man who has lost his both hands or any two extremities, is entitled to the same pension. The result is that some men are drawing total disability pensions, who are able to earn as much as before enlistment, while others are drawing exactly the same rate who are unable to work at all.

The problem of incurables is likely to be a serious one for this Department unless adequate provision is made whereby these men can reside at their homes under the care of their relatives.

A totally disabled man with a wife and two children is entitled to \$89 per month while he is undergoing treatment by this Department, if he lives in an institution, or \$113 per month, if he is residing at his own home. The same man when he is pensioned would receive \$80 per month, while living at his own home, unless he is bed-ridden, or otherwise requires the services of an attendant, when he would receive \$105. The result is that it has been necessary for this Department either to carry a number of men on strength for pay and allowances or to place them in a hospital. The latter is a much more expensive procedure and should be avoided unless absolutely necessary.

The number of men who are totally disabled is not likely to be large, and I know that it is your wish that adequate provision should be made for them and their families. I, therefore, suggest that there should be special provision made regarding pension for these men. According to the present regulations I have shown that a totally dis-

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abled pensioner, not requiring an attendant, receives \$80 per month only, for his own maintenance and that of his wife and two children. If he were dead the wife and two children would be entitled to \$62 per month, so that the man himself is supposed to live on \$18 per month. The same ratio, providing \$18 only for the man runs through the whole list, starting with the man and wife without children.

In order to meet the situation I suggest that an allowance should be made for the wife and children on the same basis as though the man were dead, as is done in the case of an insane man, and that the man himself, when living at his own home, should be granted \$50 per month for his own maintenance, or if he requires an attendant \$75 per month. Even this latter figure is a good deal less than it would cost to maintain him in a home for incurables.

Those maintained in homes for incurables should also be discharged and pensioned, practically on the same basis as an insane man. The wife and family, if any, should receive a pension equal to what they would have received if the man had been killed, and he should in addition to his maintenance be given, say \$10 per month.

It would be preferable for this matter to be handled by the Board of Pension Commissioners, but if any confusion would result it may be desirable for this Department to ask Council for powers to carry out the proposals.

(Sgd.) E. H. SCAMMELL,

(2)

THE GREAT WAR VETERANS' ASSOCIATION.

April 10, 1919.

The Honourable N. W. ROWELL,
Chairman, Parliamentary Committee
on Pensions.

SIR,—I beg to submit herein for the consideration of the Parliamentary Committee on Pensions further suggestions advanced by the Association, with respect to the subject of Pensions.

1. That in estimating the income of a widowed mother to determine the award of pension, no consideration be given to any benefit received by her on account of the soldier's death.

This suggestion is submitted at the special request of various organizations in Toronto, and has been prompted by the deduction of Civic Insurance from the pensions awarded widowed mothers in that city. Civic insurance payable to dependents of deceased members of the forces is now issued in monthly instalments of thirty dollars. This is apparently considered as ordinary income by the Board of Pension Commissioners, and partial pension of ten dollars only is granted, where such insurance is paid. It is not considered just that these dependents should thus be deprived of a supplementary benefit generously accorded them by the City of Toronto or other municipality.

2. That in the preparation of the Pension Act the term "military service" be defined simply as "service in the Military and Naval Forces of Canada"; and that the principle hitherto adopted be adhered to, viz., that all disabilities incurred during that period of service, from any cause whatsoever, be considered pensionable, with such qualifications as may later be set forth in the regulations. Further that the same principle be applied to the definition of a "member of the Forces."

It has been suggested that an attempt will be made to define "military service" and "member of the Forces" in such a way as to exclude from the benefits of the Pension Act those whose disabilities were incurred while not actually in combatant

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service. This, it is submitted, would be a grievous mistake, as under conditions which prevailed in this war there can be no discrimination as to service. Moreover the principle has already been adopted that for any disability contracted while in uniform the soldier is entitled to pension. Any violation of this principle would now constitute a serious breach of contract. To prevent any injustice, it is desirable that the definition of these terms be expressed in the broadest sense, and that necessary qualifications be specified in the regulations.

I trust that these matters may receive your favourable consideration.

I am, sir, yours faithfully,

C. G. MACNEIL,
Dominion Secretary-Treasurer,
G.W.V.A. of Canada.

April 10, 1919.

Memorandum for the Parliamentary Committee on Pensions.

1. That in estimating the income of a widowed mother to determine the award of pension, no consideration be given to any benefit received by her on account of the soldier's death.

2. That in the preparation of the Pension Act the term "military service" be defined simply as "service in the Military and Naval Forces of Canada"; and that the principle hitherto adopted be adhered to, viz., that all disabilities incurred during that period of service from any cause whatsoever be considered pensionable, with such qualifications as may later be set forth in the regulations.

Further that the same principle be applied to the definition of a "member of the forces."

C. G. M.

OTTAWA, April 12, 1919.

DEAR SIR,—I have your letter of April 10, and note your suggestions with regard to pensions. These will be laid before the Pensions Committee at its next meeting.

Yours faithfully,

N. W. ROWELL.

C. G. MACNEIL, Esq.,
Dominion Secretary-Treasurer, G.W.V.A.,
Ottawa, Canada.

(3)

THE CANADIAN PATRIOTIC FUND.

SOUS-COMITE FRANCO-BELGE, 347 AVENUE VIGER, MONTREAL.

MONTREAL, April 10, 1919.

Mr. W. F. NICKLE, M.P.,
House of Commons,
Ottawa.

DEAR SIR,—I heard recently that you had been kind enough to take some interest in the welfare of the war widows of the French, Belgian and Italian reservists, in favour of which the Federal Parliament will be asked to grant a pension to supplement the pension they will receive from the native country of their husbands.

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Having been in charge of the Franco-Belgian and Italian section of the Canadian Patriotic Fund in the district of Montreal since the beginning of the war I know them well. I have learned to like them and am very sorry to think of the situation they will have to face when the allocations are stopped.

And still they are Canadians at heart. Most of the children have been born in Canada and many of the mothers are Canadians. So in helping them the Government would not be pensioning foreigners but widows and orphans who are Canadians.

The number of these widows in my opinion will not exceed one hundred.

According to the new law on pensions now before the French Parliament in France the war widows will receive 800 francs a year and the children 300 francs. We have every reason to believe that the pensions of the Belgian and Italian Government will be about the same.

So a family composed of the widow and two children will receive only about \$22 a month.

With such a small pension you can judge of the hardships they will have to bear if the Government does not come generously to their help.

Thanking you for the interest you are showing to these widows and orphans and hoping that your efforts will meet with success I beg to remain.

Yours truly,

ALFRED TARUT,
Chairman.

(4)

RESERVISTS' PENSIONS.

HOUSE OF COMMONS,

OTTAWA, April 11, 1919.

DEAR MR. ROWELL,—As you are probably aware, the matter of granting a supplementary pension to the widows of British reservists resident in Canada and the widows of members of the Royal Air Force, who lost their lives during the war, was up before the Pension Committee a few days ago. It was reported in the press, and I have had several letters of strong endorsement.

I inclose herewith copy of a resolution passed by the Women's Canadian Club of Toronto, sent me by Mrs. Helen MacMurchy.

I sincerely trust that the Pensions Committee will see fit to recommend that Imperial widows and the widows of French, Belgian and Italians resident in Canada will receive financial recognition; if not, the case of these people after the war will be very grievous. At present the Canadian Patriotic Fund are carrying a number of such widows, although strictly speaking, our charter does not permit us to do so, as they are no longer dependents of men on active service.

I do not think the burden of granting a supplementary pension would be a heavy one, as from what I can learn there are not more than 300 to 350 Imperial widows and from 100 to 150 widows of the Allies, perhaps 500 in all, and would not entail an expense of more than \$150,000 to \$200,000 a year.

Unless the Canadian Government comes to the relief of this class, who were living in Canada prior to the war, and whose children were mostly born in Canada and who intend to remain in Canada, if they can subsist, there seems no other alternative than for them to be deported or for them to become a charge on charitable institutions of

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the country, for they cannot subsist on the pension which the British, French, Belgian and Italian Governments deem sufficient for those who reside in European countries.

I trust that this matter may receive your sympathetic consideration.

Yours truly,

HERBERT B. AMES.

The Hon. N. W. ROWELL, M.P.,
House of Commons,
Ottawa, Ontario.

Copy.

April 7, 1919.

My Dear Sir,—

At the meeting of the Women's Canadian Club held to-day I was authorized to address you again about the subject of increased pensions to the widows of British Reservists resident in Canada and widows of members of the Royal Air Force who lost their lives during the war.

The members of the Club are firmly of the opinion that no distinction should be allowed to continue so far as the amount of pension given is concerned and would earnestly request your Board to set this matter right. We understand that the sum involved is only the comparatively small sum of \$175,000 and we feel that no consideration should be allowed to weigh as against the National interest and the National obligation and honour in seeing that the fatherless children of these men who gave their lives in the Great Cause are provided for.

Yours sincerely,

HELEN McMURCHY.

The Secretary,
The Board of Pension Commission,
Ottawa, Ont.

OTTAWA, April 12, 1919.

Dear Sir Herbert,—

I have your letter of April 11, with regard to supplementary pensions to Imperial widows and the widows of French, Belgian and Italian residents of Canada. Your recommendations will be laid before the Pensions Committee at its next meeting.

I also note the enclosure embodying a resolution passed by the Women's Canadian Club of Toronto, with respect to increased pensions to the widows of British Reservists and widows of members of the Royal Air Force, resident in Canada. This will also be drawn to the attention of the Pensions Committee.

Yours faithfully,

N. W. ROWELL.

Sir HERBERT E. AMES, M.P.,
Ottawa, Canada.
House of Commons,

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(5)

436 ALEXANDRA APARTMENTS,

TORONTO, April 19, 1919.

Hon. N. W. ROWELL,
Chairman,

Parliamentary Committee on Pensions,
Ottawa.

Dear Sir,—

Having heard that a Parliamentary Committee is now sitting for the purpose of regulating the military pensions, I venture to bring my case before you. Since the death of my husband the late Brig.-Gen'l. Lawrence Buchan, C.M.G., C.V.O., I have been in receipt of a pension of \$500 a year which was granted under the Old Pensions Act. This has never been increased and yet I understand under the present regulations the pension paid to the widow of a Brig.-Gen. is now \$2,160 a year. Having been left without any private means of my own it has been—and is more especially lately—hard to make both ends meet and I sincerely hope you will take my case into your serious consideration and grant me a reasonable increase to which I trust you will think I am entitled.

I am, Dear Sir,

Yours very truly,

MARY F. BUCHAN.

(6)

422 5TH STREET,

MEDICINE HAT, ALTA., April 24, 1919.

Hon. N. W. ROWELL,
Ottawa, Ont.

Dear Sir,—

I see by your local papers that you are bringing in a new Pensions Bill, now Sir I trust that in doing so, the dead soldiers' parents will not have to swear from the housetops that they are paupers before they can get even a small pension, in my case, I put in for a pension on account of my son being killed at the battle of Lens, before joining up he was quite a help in the home, there being 8 others in the family and only 3 of them able to earn enough to pay for their board and I was informed that I was not entitled to consideration for pension.

Is this the treatment the Government are going to hand out to the parents of our dead heroes, denounce them as paupers and then give them a few dollars a month. I would suggest you try to assist them in their grief and not insult them. My case is with the Pension Commissioners.

Yours truly,

M. G. NORTHAM.

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(7)

DEPARTMENT OF AGRICULTURE

MINISTER'S OFFICE.

OTTAWA, April 28, 1919.

The Honourable N. W. ROWELL,
President of the Privy Council,
Ottawa.

DEAR MR. ROWELL,—

I enclose you herewith, for your information, copy of a letter I have received this morning from the Secretary-Treasurer of the Imperial Veterans in Canada.

Would it not be a good idea to refer this matter to the Pensions Committee of the House for consideration and report? (Letter follows.)

Yours truly,

T. A. CRERAR.

IMPERIAL VETERANS IN CANADA.

BOYD BUILDING, WINNIPEG, MAN.,
April 23, 1919.

Hon. T. A. CRERAR, M.P.,
Marquette, Man.

DEAR SIR,—In the course of a conversation that I have had with Major G. V^e Andrews, he gave me to understand that it had been stated in the Committee of the House that there were only 2,700 Imperial men who left Canada for overseas.

This Association is very much afraid that therefore there is a danger in any legislation put before the House to assist the Imperial men former residents of Canada, that the men who volunteered and joined here, also those who paid their own passage from Canada for various reasons, sacrificing their all, may be neglected if care is not taken in drafting any bill or Order in Council.

We wish to impress upon you that Canada owes a duty to the Imperial men who enlisted and volunteered from Canada into Imperial units, even greater than the boys who left with Canadian units for this reason. The Imperial men while overseas received only 25c. a day, whereas the Canadian received \$1.10 a day, the Imperials wives were left on a pittance as given by the Imperial Government of say \$4.75 a week to keep the wife and child in their husband's absence overseas.

We desire you as representative for Manitoba in the Dominion House to realize that this Association can give you evidence of 40,000 Imperial men returned or returning to Canada. They demand recognition and equal treatment with their Canadian comrades in Pensions, War Gratuities, and also in recurrence of sickness pay while in hospital. Also that the Canadian Overseas button be issued to Imperial men who were citizens of Canada prior to joining the Imperial service.

This Association will watch your work in the Dominion House and will carefully see what results accrue.

Trusting we can be assured of your co-operation and on our part we will be pleased to furnish you with any particulars you desire.

Sincerely yours,

(Sgd.) H. B. WILLING,
Secretary-Treasurer.

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(8)

COMPARATIVE SCALE OF PENSIONS PER ANNUM, TO PRIVATE, TOTALLY DISABLED BY WAR SERVICE.

(Prepared by the British Branch of the Pensions Board.)

United Kingdom Royal Warrant, 1918.	France No. Law of 1831.	Italy Laws of 1916 and 1917.	United States Act of 1917.	Canada Orders of 1916-1918.	South Africa Acts of 1917 and 1918.	Australia Acts of 1914-1918.	New Zealand Acts of 1915-1917.	Germany Law of 1906.
£71.10, and child- ren's allowances of £17.10, for each child after the second under 16 year--from Nov. 1918 to June, 1919, a bonus of 20%	£48 and £4 for each child	£50; if married £10 to £12 for wife and £5.10, for each child under 12 years.	£75; if married, £112.10 and £25 for each child up to 3 under 18 years.	£125; if married, £145 and £20 for each child a boy under 16 and a girl un- der 17.	£78; if married, £26 for wife and £19.10 for 1st child to £9.15 for each child after the 3rd.	£78; if married, £39 for wife and £26 for 1st child to £13 for each child af- ter the 2nd un- der the age of 16.	£104; if married £52 for wife and £26 for each child un- der 16 years.	From £36 to £65 ac- cording to the nature of the disablement. From January 1, 1919 owing to the in- creased cost of living the pension is in- creased from 50% to 100% according to the degree and nature of the disablement.

COMPARATIVE SCALE OF PENSIONS PER ANNUM TO WAR-WIDOW OF PRIVATE.		
£35.15/- (£39 if over 45 years of age) and children's allowances as above. Bonus as above.	If husband died in action or through wounds in ac- tion £22.10, otherwise £15.	£25 for widow and two child- ren £2. for each child af- ter the 2nd under 18 years.
	£62.10, and from £25 for the 1st child to £12.10 for the 3rd and 4th child under 18 years.	£100 and child- ren's allow- ances as above.
	£52 and child- ren's allow- ances as above.	£78 childless wi- dow, £104 to widow with children and £26 for each child under 16 years.
	£52 and child- ren's allow- ances as above.	£19.16, and for each child £8.6, under 18 years.

A new Bill has passed the Chamber, been through, and is now before the Chamber with the Senate's amendments.

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COMMITTEE ROOM 318, HOUSE OF COMMONS,

WEDNESDAY, May 7, 1919.

The Special Committee appointed to consider the question of pensions and pensions regulations met at 8 p.m. the Chairman, the Hon. Mr. Rowell presiding.

Members present: Messieurs Andrews, Bêland, Brien, Clark (N. Bruce), Cronyn, Green, Lang, McGibbon (Muskoka), Nesbitt, Nickle (Vice-chairman), Pardee, Redman, Ross, Rowell (Chairman), Savard, and Sutherland.

The CHAIRMAN: Mr. H. B. Willing, Secretary-treasurer of the Imperial Veterans in Canada who has come from Winnipeg to present the case for pensions on their behalf is present. Although the hearings for the taking of evidence have been closed the committee will re-open them especially to receive Mr. Willing's statement on behalf of the Imperial Veterans in Canada.

Mr. WILLING: Mr. Chairman, and gentlemen, I appreciate the fact that you have reopened the hearing of evidence very much indeed and in laying before you the case of the Imperial men I want it distinctly to be understood that it is not the Reservists alone that I am speaking for, but I am speaking on behalf of the members of the Royal Air Force and other branches of the service who, like myself, when the order was passed by the Militia Department that no married man should be accepted unless he had his wife's written consent went to England at our own expense and joined up over there because of our wives refusing to give their consent. That is the reason I appeal to you on behalf of myself and of the other boys who have been residents of Canada. Most of them are Canadian citizens and they have all done their bit in building up Canada and they feel that they are Canadian citizens and not British soldiers. The fact is that although their service as British soldiers was in France and elsewhere, to all intents and purposes they are Canadian citizens. When they joined the British service they were not asked to relinquish any of their claims as Canadians. Now with regard to the cases of the widows I want particularly to impress upon you that we have cases of widows all the way across Canada from one end to the other, who are receiving \$24 per month from the Imperial Government, and if their cases have not been brought to the attention of the Patriotic Fund that is all they have had to exist upon till their husbands returned from overseas. In the majority of cases their wants have been taken care of, but in the case of numbers of others they have not. There have been cases by the score of women who were too proud to go to the Patriotic Fund, and some who had the idea that because their husbands were in the British service they had no claim; that of course was because of ignorance. Now the boys have come back and they are finding out that their wives have been out scrubbing in order to earn a living. There is no case I have mentioned to-night but what I can prove. These boys have come back home and they are indignant and say that their wives should not have had to work in this manner but that they should have been able to take care of their children. It is impossible to have good Canadian citizens growing up if the mothers have to be out working instead of taking care of them. That applies also to widows who receive assistance at the present time but the Patriotic Fund will go out of business very shortly and what will be the situation then? In Manitoba we have a local Patriotic Fund which is a charge upon the ratepayers of Manitoba alone, but they look upon this as an obligation of the Dominion; they think that they should not be saddled with this obligation. As time goes on if you do not make provision for these widows they are going to be a burden upon the charity of the citizens of Manitoba and of the Dominion of Canada. Then take the case of the reservists; these men went from home here, they were ordered to go and they had to go, they had no recourse. The British Reservist comes back with

[Mr. H. B. Willing.]

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his limbs off, he has a British pension, on the British scale, and the British Government refuses to make any difference between the man in Canada and the man in England. I have a War Office letter to that effect. They state absolutely that the man is a Canadian citizen, he was a resident of Canada, and after being discharged he comes back to his own country and it is up to his country where he was born and raised, or where he had been living, to take care of him.

Mr. NESBITT: Were you a Canadian?

Mr. WILLING: I was not born here, but I was eighteen years in Canada and I never knew any other country as regards voting or anything else. I came out here as a boy. Now if you take the case of those men who were engaged in the inland waterways and dock service who were recruited throughout Canada by means of posters, etc.—

Mr. REDMAN: What is the nature of the service in which they were employed?

Mr. WILLING: They were supposed to be employed in England on the waterways and docks but I understand from the boys themselves that they were employed as much on the ocean as they were on the docks and inland waterways.

Mr. GREEN: Most of them served on the Tigris and Euphrates.

Mr. WILLING: I believe so.

The CHAIRMAN: The Imperial Government was given permission to recruit for these services in Canada.

Mr. WILLING: But they refused to take any other obligation in respect to these men. They make the claim that if they make an exception for these boys they will have to do the same for the men from all the other parts of the Empire. Australia and New Zealand have taken care of their men. They have decided in Australia and New Zealand that if these men were raised there and come back there that is their obligation. The situation in this regard is urgent in another year we are liable to have trouble from these men being destitute and because of the agitation which they will undoubtedly cause. They are now coming back, there were a number of them came off the *Turin* and there are many others off the *Scandinavian*. We had a big number off the *Scandinavian*. From what I have heard from the Militia Department you have more of them. There are over 3,000 at Winchester waiting their turn, the Canadian boys being given the preference in coming home, because the British soldier is kept in the army at the will of the Government until six months after peace is declared, so that the men are liable to be quite a while before they can all get back home.

By Mr. Green:

Q. Have you any particulars as to the numbers?—A. I am using your own figures in preference to mine. In this little book published by the Department of Public Information we have a list of figures which are accurate. They give the Royal Aerial Force, 12,902; Imperial Motor Transport, 710; Inland Motor Transport, 4,701; Imperial Navy Service, 2,814, and the Jewish Palestine Draft, 42; and further on in the booklet they claim 14,590 British and Allied Reservists, making a grand total of 35,759 men. Of course, we have not taken into consideration the men I spoke of similar to myself.

By the Chairman:

Q. Those figures would not include those who occupied your position and went over on their own account?—A. No.

Q. Have you any idea how many there might be?—A. It is hard to say. We have three who are members of our Association in Winnipeg, and they know of scores of others, and the reports coming in from all sources show that there is a great number. I have heard a number of gentlemen state that many men went over from Valcartier, that they would not wait during the time it would take to train at Valcartier, and they paid their own way over to get into the scrimmage, or the fight. There are men

[Mr. H. B. Willing.]

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born with patriotism who will sacrifice everything on earth for the sake of the flag, and they will not wait for anything. Those men go there and I do not think they should be discriminated against. I feel that if they have been resident here and taken on Canadian citizenship and obligation prior to the war, they should most certainly be treated as comrades of the other Canadian boys.

Q. With such knowledge as you have, as secretary of the association, would you estimate that the class you are now referring to would amount to a few hundred or a few thousand?—A. I should estimate about a couple of thousand.

Q. That would make about 37,000 altogether?—A. Yes, 37,759, all told.

Q. Something less than 40,000 would cover the whole number?—A. Yes. There is another point I wish to make; there is not very much difference between the pension scale that is in existence now, considering the 20 per cent bonus the British Government granted, which expires next September. To make it a living wage for the man, who is totally disabled, or for the widow will not require a great deal of money, if that 20 per cent is continued. We are affiliated with the Association of Disabled Soldiers of Great Britain, and they tell us they do not think there is any likelihood of that being dropped.

By Mr. Ross:

Q. What is the difference?—A. As far as I can figure the difference at the present time, the widow with the bonus receives \$214.50, and if the bonus were dropped it would be \$175.50. That is the widow without any children.

By Mr. Redman:

Q. How about the man?—A. \$429 with the bonus and \$344 without it. The widow receives \$214.50. It is much lower. Unfortunately the British Government only give a Tommy thirteen and ninepence when the man is killed in action. It is lower than the pension for the man if he is living.

By Mr. Nickle:

Q. \$214 a year?—A. \$214.50 a year with the bonus added.

Q. Without children?—A. Yes. I have the Royal Warrant in my hand and the allowance for the first child is six and eightpence, and the second child five shillings, and for each child after the second four and twopence.

The CHAIRMAN: We have the figures on our record at page 52.

By Mr. Cronyn:

Q. What is the twenty per cent?—A. It is a war bonus. I have only run that out roughly into Canadian money, and it is \$429. There is very little difference. For the widows that you have in Canada it will amount to a very small sum, because after all you have not a very great number Imperial widows in Canada, we are glad to say. In the city of Winnipeg we have not got more than fifty Imperials.

By Mr. Nickle:

Q. About three hundred in Canada?—A. That would be about correct. Winnipeg as you know, or Manitoba certainly did its bit as regards boys going overseas. I would very much like to have the committee ask me any question they wish because sometimes I may forget some little point that you might be able to bring forward.

By Mr. Cronyn:

Q. Has your association considered the present rates payable to Canadians? Take for instance the total disability pension of \$600 a year to the single man?—A. I think you will find that our boys would say they would be thankful if that amount were granted. The position at the present time is that they are getting so little that an increase would make a big difference to them.

Q [Mr. H. B. Willing.]

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By Mr. Redman:

Q. Does your association approve of our rates?—A. If you want my personal opinion, I could give it, but I could not speak for the association.

Q. You are asking for our rates?—A. Surely.

Q. So that you must approve of them?—A. If you ask me personally, I do not think the present rate of pensions is high at all.

By Mr. McGibbon:

Q. How much money is the average man drawing for pensions? What would the average private's pension be?—A. It depends on the extent of his disability. The British rate is higher than the Canadian rate. For the same disability that you give 50 per cent the Imperial Government would give 60. The rate for Imperial pensions is higher.

Q. Taking all the private's pensions, what would the average be?—A. You mean for the whole Imperial service.

Q. Yes?—A. Well, the fifty per cent pension which I am drawing amounts to \$16.40 a month: That would be \$32.80 for a hundred per cent pension.

Q. I was trying to get at what would be drawn by the Tommies in Canada from the British Government?—A. You have a certain number of severe cases and a certain number of lighter cases.

Q. Would they draw on an average \$16 a month?—A. No.

Q. \$10?—A. I should think about \$10 to \$12 a month would be a fair average.

The CHAIRMAN: Mr. Scammell in the Soldiers' Civil Re-Establishment Department you include British and Allies.

Mr. SCAMMELL: Except the pay. We give them free treatment and also vocational training.

The CHAIRMAN: The training is free but there is no pay?

Mr. SCAMMELL: We have so few receiving training that we put them on pay and allowance but not for treatment.

By the Chairman:

Q. You spoke about the necessity for some provision to widows. Has any provision been made by the Manitoba Government for pensions for widows who have children depending upon them so that they may stay at home and look after the children?—A. Yes, we have.

Q. Would that meet the case of these soldiers' widows?—A. No.

Q. Why not?—A. That may continue, and it may not.

Q. Suppose it was a settled policy, they have the pension which they get from Great Britain, plus the widow's pension which the Manitoba Government provides; would that meet the case?—A. I claim that that would become a charge on the province of Manitoba that the Dominion Government should grant.

Q. Without considering for the time being who is responsible for it, I simply want to get at the fact.—A. Another point is charity. They would rather want. The wives would rather go out and scrub. I understand that the city has a charity account, and they would not have it; they would go and scrub first.

By Mr. Hugh Clark:

Q. You say that the disability rate over there is higher than in Canada?—A. Yes.

Q. What we would classify as 50 per cent would be classed there as 60?—A. That is true. You only need to take the rates laid down in the Royal Warrant and compare them and you will find the difference. There is another point, the regulations of the British Medical Boards as constituted are so much more in favour of the men than they are here. If the members of a board get a man before them, they are apt to ask a number of questions that the British Government have ruled out of order.

[Mr. H. B. Willing.]

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I have found in Great Britain that they turn round and ask if you are satisfied. If you are not satisfied, as they did with me, they turn you over to another board, and the findings of the two boards will determine what action will be taken in regard to the man's pension. He has always a chance to say that he does not think it is satisfactory.

By Mr. Sutherland:

Q. Do the boards there that examine the soldier estimate his disability, or is it done by another board?—A. They simply make their finding and their recommendation, and the Minister of Pensions never interferes with it. If the doctors make their recommendation, that would go through.

By Mr. McGibbon:

Q. They class the man at 30 per cent or 40 per cent?—A. Yes, and it is never interfered with.

By Mr. Sutherland:

Q. That frequently happens here.—A. Yes, I understand that is so. They frequently come to Ottawa and they are refused from the doctors' estimate.

Witness retired.

Mr. ARCHIBALD recalled.

By Mr. Nickle:

Q. You were telling me a minute ago that a new scale of pensions had just been promulgated in France?—A. I have it in my desk now. I have not gone over it very thoroughly, but I noticed that the scale for men has been very much increased.

Q. To what amount?—A. The total disability is now \$480, or 2,400 francs.

Q. And for widows?—A. I do not know what the scale was last year, but it is 800 francs, or \$160 a year. There is a statement on page 230 of the evidence showing that the rates of pensions to widows and so on have been increased in proportion, starting at 33 per cent. Apparently the 33 per cent is 33 per cent of 2,400 francs, which is the total disability pension.

By the Chairman:

Q. That makes the figure which you give?—A. Yes, that makes 800 francs.

The CHAIRMAN: About \$160.

Witness retired.

Discussion followed.

Committee adjourned.

PROCEEDINGS

OF THE

SPECIAL COMMITTEE APPOINTED TO CONSIDER
THE MATTER OF THE DEVELOPMENT IN
CANADA OF SCIENTIFIC RESEARCH

PRINTED BY ORDER OF PARLIAMENT.



OTTAWA
J. DE LABROQUERIE TACHÉ
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1919

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SPECIAL COMMITTEE ON SCIENTIFIC RESEARCH.

ORDER OF REFERENCE.

HOUSE OF COMMONS,

OTTAWA, April 16, 1919.

Resolved: That in the opinion of this House, it is desirable that a Special Committee be appointed forthwith to consider the matter of the development in Canada of Scientific Research, with power to call for persons, papers and records, to examine witnesses under oath, and to report from time to time.

Attest.

W. B. NORTHROP,

Clerk of the House.

THURSDAY, April 24, 1919.

Ordered: That the following members do compose the said Committee, viz.: Messrs. Béland, Cronyn, Elkin, Keefer, Kennedy, Lemieux, McCrea, McCurdy, McGibbon (Muskoka), Maclean (Halifax), Nickle, Nicholson (East Algoma), Reid (Mackenzie), Ross, Sheard, Sinclair (Antigonish and Guysborough), Sinclair (Queen's, P.E.I.), Stevens, Thompson (Yukon), Tweedie and Whidden.

Attest.

W. B. NORTHROP,

Clerk of the House.

WEDNESDAY, May 7, 1919.

Ordered: That the quorum of the said Committee do consist of seven members, and that they be authorized to have their proceedings and such evidence as may be taken printed from day to day for the use of the Committee, and that Rule 74 be suspended in reference thereto.

Attest.

W. B. NORTHROP,

Clerk of the House.

SPECIAL COMMITTEE ON SCIENTIFIC RESEARCH.

MINUTES OF PROCEEDINGS.

HOUSE OF COMMONS,

TUESDAY, May '6, 1919.

The Special Committee appointed to consider the matter of the development in Canada of Scientific Research met at 10.30 o'clock, a.m.

On motion of Mr. Nickle, Mr. Cronyn was chosen Chairman.

On motion of Mr. Nickle, it was,

Ordered: That a report be made to the House recommending that the quorum of the Committee consist of seven members, and that the Committee be authorized to have its proceedings and such evidence as may be taken printed from day to day for the use of the Committee and that Rule 74 be suspended in reference thereto.

It was at the suggestion of the Chairman decided that Dr. A. B. Macallum, Administrative Chairman of the Advisory Research Council, be requested to attend the next meeting of the Committee.

The Committee then adjourned till Tuesday next the 13th inst., at 10.30 o'clock, a.m.

H. CRONYN,
Chairman.

TUESDAY, May 13, 1919.

The Committee met at 10.30 a.m.

Present: Messrs. Cronyn, Chairman, Elkin, Kennedy, McCurdy, McGibbon (Muskoka), Nickle, Ross, Sheard, Stevens, Thompson (Yukon) and Tweedie.—11.

Dr. A. B. Macallum, Administrative Chairman of the Advisory Research Council, who, at the request of the Committee, was in attendance, gave a resume of the work of the Research Council during the past two years with respect to the recommendations of the Council as to measures to be taken by the Government to provide for industrial research in Canada and especially regarding the foundation of a National Research Institute, which shall have the functions, not only of a bureau of standards, but also of a Mellon Institute, and in which the guilds for research may have a home, and as to the utilization of the lignites of the western plains, etc.

The following documents were produced, viz.:—

Annual report of the Administrative Chairman of the Advisory Research Council of Canada, 1917-1918.

Report of the British Research Council 1915-1916.

Report of the British Research Council 1916-1917.

APPENDIX No. 5

Science and Industry.

Trade Guilds for research and the proposed National Research Institute for Canada.

Recommendation of the Research Council with reference to "A Central Institute for Research for Canada," as submitted to the Reconstruction Committee of the Privy Council.

Draft memorandum to Council, in connection with a "National Research Institute for Canada."

National Institute of Scientific Research, Japan.

New Laboratory for Physical and Chemical Research in Japan, and covering letter.

Research Laboratories in Governments—Federal and Provincial, Canadian Universities and Industries. Compiled from information contained in replies to Advisory Research Council.

The Chairman suggested that, with a view of obtaining information in relation to the matters referred for consideration, representatives of universities, scientific associations and Government departments be invited to attend the meetings of the Committee and the following names were accordingly suggested.

H. Mortimer-Lamb, Secretary-Treasurer, Canadian Mining Institute, Rooms 503-504, Drummond Building, Montreal.

J. E. Walsh, General Manager, Canadian Manufacturers' Association, Toronto.

A. L. Dawe, Secretary Pulp and Paper Association, Montreal.

Fraser D. Keith, Secretary Canadian Society of Civil Engineers, 176 Mansfield st., Montreal.

Prof. R. F. Ruttan, M.A., M.D., Director Chemical Laboratories, McGill University, Montreal.

The Committee adjourned until Tuesday, 20th inst., at 10.30 a.m.

H. CRONYN,
Chairman.

TUESDAY, May 20, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, Béland, Elkin, McGibbon (Muskoka), Nicholson (East Algoma), Reid (Mackenzie), Sheard, Stevens, Thompson (Yukon), and Whidden.—10.

The Minutes of the last meeting were taken as read and confirmed.

The following communications, etc., were submitted by the Chairman, numbers one to eight inclusive being ordered to form part of the record:—

1. Letter from F. C. Morley, Secretary Toronto Board of Trade, Toronto, urging upon the Government the necessity of establishing a research institute.

2. Resolution passed by the Council of the Hamilton Board of Trade, May 1, 1919, urging the establishment of a National Research Institute.

3. Resolution passed by the Port Arthur Board of Trade on the 16th December, 1918, recommending the establishment of a central research bureau.

4. Memorandum to the Government from the Royal Canadian Institute recommending that funds be provided by the Dominion Government to enable the Advisory Council for Scientific Research to carry on its work.

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5. Communication from the Managing Secretary of the London, Ontario, Chamber of Commerce, date May 17, 1919, stating that the Directors endorsed the resolution of the Hamilton Board of Trade declaring their support of the establishment by the Government of Canada of a National Research Institute.

6. Resolution passed at the annual general meeting of the 'Canadian Manufacturers' Association held at Montreal on the 12th and 13th June, 1918, recommending the appointment of manufacturers in representative industries on the Advisory Committee of Scientific Research, etc.

7. Memorandum of joint recommendations drawn up at a meeting held at Ottawa, Friday, November 29, 1918, by representatives of the Trades and Labour Congress of Canada, the Joint Committee on Technical Organizations and the Canadian Manufacturers' Association, presented to the Dominion Government anent scientific and industrial research.

8. Resolution passed by the Canadian Fisheries Association in executive session at Ottawa, May 13, 1919, against the establishment of a central bureau of research.

9. Resolution passed by the Kiwanis Club of Hamilton, Ontario, recommending the establishment by the Government of Canada of a National Research Institute.

10. Minutes of a meeting of Representatives of Labour, The Canadian Manufacturers' Association and the Joint Committee of Technical Organizations held at Ottawa on the 29th November, 1918, anent reconstruction.

11. Letter from J. J. Harpell, President Industrial and Educational Press, requesting to be given an opportunity to appear before the Committee.

12. Letter from G. L. Mattice submitting certain suggestions with respect to the quality and reliability of articles manufactured in Canada.

13. Letter from Andrew T. Drummond submitting certain facts for the information of the Committee *re* industrial research.

The foregoing communications (Nos. 9 to 13 inclusive) were ordered to be filed.

On motion of Mr. Sheard, it was,

Resolved, That Professors W. H. Ellis of Toronto and A. L. Clark of Queen's University, Kingston, Ontario, be invited to attend the meeting of the Committee to be held on 23rd inst.

Dr. A. B. Macallum resumed his address and produced the following papers, viz.: Functions of the proposed National Research Institute and Bill to promote scientific and industrial research in the States, Territories and the District of Columbia with institutions of higher education.

Dr. R. F. Ruttan who, at the request of the Committee was in attendance, addressed the Committee in relation to the development of scientific research in Canada.

On motion of Mr. Whidden, it was,

Resolved, That the undermentioned be heard at to-morrow's meeting, viz.: Dr. Ruttan, Dr. A. S. Mackenzie, Dr. McLaurin and Dr. Murray.

On motion of Mr. Stevens, it was,

Resolved, That the undermentioned American Technologists who have given attention to the question of scientific and industrial research in the United States be invited to appear before the Committee, viz.:—

Col. J. J. Carty, Electrical Engineer, 15 Dey St., New York.

Dr. F. B. Jewett, Chief Engineer, The Western Electric Co., 463 West St., New York.

Dr. S. W. Stratton, Bureau of Standards, Washington, D.C.

APPENDIX No. 5

Prof. Geo. B. Hale, President of the National Research Council of the United States, Washington, D.C.

W. A. Hamor, Assistant Director Mellon Institute of Industrial Research, Pittsburgh, Pa.

The Committee adjourned till to-morrow (Wednesday) at 10 o'clock.

H. CRONYN,
Chairman.

WEDNESDAY, May 21, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs, Cronyn, Chairman, McGibbon (Muskoka), Nicholson (East Algoma), Thompson (Yukon), Tweedie and Whidden.—7.

The minutes of the previous meeting were taken as read and confirmed.

Dr. R. F. Ruttan resumed his address.

Dr. A. S. Mackenzie, President of the University of Dalhousie, Halifax, N.S., Prof. R. D. McLaurin of the University of Saskatchewan, Saskatoon, Sask., and Prof. J. C. McLennan of Toronto addressed the Committee in relation to the matters under consideration.

The Committee adjourned until Friday, 23rd inst., at 10.30 o'clock, a.m.

H. CRONYN,
Chairman.

FRIDAY, May 23, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, McGibbon (Muskoka), Nickle, Nicholson (East Algoma), Sheard, Thompson, Tweedie.—7.

The minutes of the previous meeting were read and confirmed.

The following addressed the Committee in relation to the matters under consideration, viz.:—

Prof. A. L. Clark, Queen's University, Kingston, Ontario.

Prof. Dayton C. Miller, School of Applied Science, Cleveland, U.S.

The Committee then adjourned till Wednesday, June 4, at 10.30 o'clock, a.m.

H. CRONYN,
Chairman.

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WEDNESDAY, June 4, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, McCurdy, Nickle, Ross, Sheard, Thompson (Yukon) and Whidden.—7.

The minutes of the previous meeting were read and confirmed.

The Chairman submitted resolutions adopted by the undermentioned advocating the establishment in Canada of a National Research Institute, all of which were ordered to be filed:—

Montreal Board of Trade, Montreal.
Canadian Club, Fort William, Ontario.
Board of Trade, Saskatoon, Sask.
Kitchener Public School Board, Kitchener, Ont.
St. John Board of Trade, St. John, N.B.
Board of Trade, Orillia, Ont.
Board of Trade, St. Thomas, Ont.
Canadian Club, Chatham, Ont.
Women's Canadian Club, Hamilton, Ont.
Victoria Board of Trade, Victoria, B.C.
The Engineering Institute of Canada, Hamilton, Ont.

The Chairman communicated contents of letters received from Messrs. W. A. Hamor, Assistant Director, Mellon Institute, Pittsburgh, Pa., and Dr. S. W. Stratton, Bureau of Standards, Washington, D.C., accepting the invitation extended to them to address the Committee on Friday 6th and 13th inst. respectively.

On motion of Mr. Nickle, it was,

Ordered, That the Clerk of the Committee be instructed to ask the Canadian Fisheries Association whether they desired to be heard before the Committee.

On motion of Mr. Nickle, it was,

Ordered, That W. R. Whitney, Director Research Laboratories, General Electric Co., Schenectady, N.Y., be invited to address the Committee.

On motion of Mr. Thompson, it was,

Ordered, That the Clerk of the Committee be instructed to request the attendance before the Committee of the Chairman of the Biological Board, Naval Department, Assistant Director Experimental Farms and Dominion Chemist and Dominion Cerealists.

Professor W. Lash Miller, of the University of Toronto, addressed the Committee and submitted the following for the use of the Committee, viz.:—

Report of the General Committee of Chemical and Allied Societies *re* question of publishing chemical bibliographies in the English language, (30th January, 1919).

Resolution adopted at the annual meeting of the Royal Society of Canada urging upon the Government of Canada the establishment of a Dominion laboratory for scientific measurements similar to the Bureau of Standards, etc.

Annual Report of the Society of Chemical Industry—Canadian Section—1917-1918. Chemistry and Agriculture.

University of Toronto studies.

The University of Toronto Monthly (Scientific number).

Canadian Chemical Research Applied to Agriculture and Forest Products.

Chemical Industry in Canada during the war.

APPENDIX No. 5

The Chemists of Canada.

Chemical Industry in Canada (Industrial Alcohol).

Chemical Industry, some applications of chemistry to industrial processes.

Chemical Industry, Foods—The chemical control of the preparation and sale of foodstuffs.

Journal of the Society of Chemical Industry (1919).

The Committee adjourned till Friday next, the 6th inst., at 10.30 o'clock, a.m.

H. CRONYN,
Chairman.

FRIDAY, June 6, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, McCurdy, McGibbon (Muskoka), Nickle, Ross, Sheard and Thompson (Yukon).—7.

The minutes of the previous meeting were taken as read and confirmed.

The Chairman read the following communications, viz.:—

From George B. Hale, Honorary Chairman of the National Research Council, Washington, D.C., regretting his inability to appear before the Committee.

From Fraser S. Keith, Secretary, Engineering Institute of Canada, advocating the need of industrial research in Canada and submitting, for the consideration of the Committee, certain suggestions in connection with the above question.

W. A. Hamor, Assistant Director, Mellon Institute, Pittsburgh, Pa., and G. M. Murray, Ottawa, Representative Canadian Manufacturers' Association addressed the Committee in relation to the matters under consideration.

The Committee adjourned till Wednesday the 11th inst., at 10.30 o'clock, a.m.

H. CRONYN,
Chairman.

WEDNESDAY, June 11, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, Nickle, McGibbon (Muskoka), Ross, Sinclair (Queen's, P.E.I.), Stevens, Thompson (Yukon) and Whidden.—8.

The minutes of the previous meeting were read and confirmed.

The Chairman read the following communications, viz.:—

From W. R. Whitney, Director Research Laboratories, General Electric Co., Schenectady, N.Y., regretting his inability to appear before the Committee.

From the Secretary of the Kiwanis Club of Brandon, Man., and the Secretary-Treasurer Board of School Trustees, New Westminster, B.C., transmitting resolutions endorsing the establishment in Canada of a National Research Institute, and

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From the Secretary-Treasurer, Canadian Institute of Chemistry, Montreal, tendering to proposed Advisory Committee the services of representatives of their newly formed institute.

The Clerk of the Committee was instructed to acknowledge the receipt of the foregoing communication stating it is not contemplated appointing an Advisory Committee.

On motion of Mr. Nickle, it was,

Resolved, That Mr. Thompson (Yukon) replace the permanent chairman during the latter's absence.

The undermentioned addressed the Committee in relation to the matter under consideration, viz.:—

F. T. Shutt, Assistant Director, Experimental Farms and Dominion Chemist.

C. E. Saunders, Dominion Cerealist, and

Professor Prince, Chairman Biological Board, Naval Department.

The Committee adjourned until Friday, the 13th inst., at 10.30 o'clock, a.m.

ALFRED THOMPSON,
Chairman, pro-tem.

FRIDAY, June 13, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Thompson (Yukon), Chairman pro tem, Elkin, Nickle, McCurdy, McGibbon (Muskoka), Ross and Sheard.—7.

The minutes of the previous meeting were taken as read and confirmed.

Dr. S. W. Stratton, Director Bureau of Standards, Washington, D.C., who addressed the Committee, gave a comprehensive outline of the various activities and phases of work conducted at the Bureau.

The Committee adjourned to the call of the Chair.

H. CRONYN,
Chairman.

TUESDAY, July 1, 1919.

The Committee met at 10.30 o'clock, a.m.

Present: Messrs. Cronyn, Chairman, McGibbon (Muskoka), Nickle, Sheard, Thompson (Yukon), Tweedie and Whidden.—7.

The minutes of the previous meeting were read and confirmed.

The following communications, etc., received, were read and ordered to be filed, viz.:—

Letter from the President of the University of Manitoba, Winnipeg, Man., pointing out the advantages to be secured by mobilizing the universities in behalf of scientific and industrial research.

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Letter from the President of the University of Saskatchewan, Saskatoon, Sask., advocating the establishment of a Central Institute for Research.

Resolution from the Secretary of the Rotary Club, Hamilton, Ontario, urging the establishment of a National Research Institute.

Letter from the Secretary Canadian Mining Association, suggesting that in the event of the establishment of a research institute provision be made for the avoidance of any encroachment with the research work now being carried on by the Federal Department of Mines.

Resolutions passed by the Board of Trade of Quebec, Medicine Hat, Manitoba, and Toronto School Boards, endorsing the proposal to establish a National Research Institute for Canada.

On motion of Mr. Nickle, it was

Resolved, That the following draft report be adopted and presented to the House as the Second Report of the Committee.

TUESDAY, July 1, 1919.

The Special Committee appointed to consider the matter of development in Canada of Scientific Research, beg leave to present the following as their Second Report:—

During the course of their inquiry your Committee held nine sittings and heard some fifteen witnesses, among whom were men eminent throughout this continent for scientific knowledge and attainments. Your Committee also received and considered a number of resolutions and communications addressed to them by Boards of Trade, Associations, etc., and as well had placed before them a copious supply of addresses and official reports dealing with the subject, issued in this and other countries. After hearing the said witnesses, and upon consideration of the whole question, your Committee beg to report that Scientific Research in Canada requires and deserves generous encouragement and financial support from the Dominion Government. In no better way can the natural resources of our country be made available with the same degree of celerity and certainty, nor can our native industries achieve their proper position in the markets of the world unless given the advantages accruing from scientific research and discovery.

Those great industrial nations, Great Britain, the United States and Germany, for many years have recognized the need of national research and have aided the same by large grants of public moneys. Two, at least, of the three countries mentioned are to-day expending vastly increased sums towards that end, while other nations, including France, Japan and our sister Dominions, are preparing to take action along similar lines.

In Canada the Dominion Government some time ago, through the scientific branches of its various departments entered upon the field of scientific research. Under the sanction of the Research Council Act of 1917 and by means of the Honorary Advisory Council for Scientific and Industrial Research appointed thereunder, a preliminary and highly necessary survey of the above field has been made. Assistance has also been afforded through this body to a comparatively limited number of scientific investigations.

Your Committee feel that the time has arrived when further steps must be taken and additional financial support be available if this country desires to make a proper use of its potential assets and to attain or maintain its standing in the commonwealth of nations.

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The attention of your Committee has been directed to the fact that there does not exist in this country any institution corresponding to the Bureau of Standards at Washington. As a result, Canada is dependent on the neighbouring republic or on other countries for information and guidance in matters which vitally concern her industries. A study of the evidence submitted will convince any impartial student of the weakness of our position in this regard and of the need for a speedy remedy. Your Committee, therefore, recommend to the consideration of the Government the establishment of a Dominion Bureau of Standards.

Your Committee further recommend that concerted and continued efforts be made to place before the people of Canada the facts regarding scientific research and the far-reaching advantages to be derived from national support thereto. It is plain that outside of a limited circle even the best informed and most influential citizens are sadly lacking in knowledge on this important subject.

While your Committee, as above stated, are unanimous as to the need of co-operation and national support of Scientific Research, yet a majority of its members, owing to the lack of time and pressure of other parliamentary duties, feel they have been unable to so consider and digest the evidence adduced and the other material brought to their attention as to advise the House at this time what may be the best methods of aiding and encouraging Scientific Research throughout Canada.

Your Committee would therefore recommend that the Committee should be re-appointed as early as possible next session to give further consideration to this matter, and to prepare to the House for consideration proposals dealing therewith.

Your Committee further recommend that their proceedings submitted herewith be printed forthwith for distribution, and be also printed in the appendix to the Journals of this session and that Rule 74 in relation thereto, be suspended.

All which is respectfully submitted.

H. CRONYN,
Chairman.

The Committee then adjourned *sine die*.

Attest

L. C. PANET,
Clerk of Committee.

PROCEEDINGS.

HOUSE OF COMMONS,

OTTAWA, May 13, 1919.

The Special Committee appointed to consider the matter of the development in Canada of Scientific Research met at 10.30 a.m., Mr. Cronyn, Chairman, presiding.

The CHAIRMAN: Dr. Macallum is here: he is Chairman of the Honorary Advisory Council and perhaps we can hear from him now.

Mr. SHEARD: I think that before we hear from Dr. Macallum, as unfortunately I was unable to be present at the organization meeting, I may say that, personally, I appreciate very much the opportunity of hearing something of the inside of his work, because he is a scientist whom I have known for upwards of twenty years, and I know something of his ability and standing in this Dominion. Probably some members of the Committee are not so thoroughly acquainted with his life-work in various branches of science as I am. He has occupied a position of distinction here for many years, I think for some eighteen years, as Fellow of the Royal Society of England, a distinction which among scientific men in the British Empire is unequalled and unsurpassed. Personally, I was more than gratified when I knew that the Government was going to avail itself of his scientific attainments in order to promote scientific research in the Dominion. I am certain there is not a member of this Committee who will not be desirous of co-operation and assisting him in his efforts. So far as I am concerned, I shall endeavour to assist him to the utmost of my ability. Whilst I believe that this Committee lapses with the present session of Parliament, I feel there will be more or less disjointed work unless some attempt is made to continue the service. How far that can be accomplished I am not in a position to say, but if there was a committee of Parliament that could continue the work of co-operation we could lay the foundation of an enormous beneficial service to the industries of this country along the lines of what was done during the past thirty-five or forty years in Germany, where in many industrial works they revolutionized industrial pursuits and practice, largely as the result of the work of chemists, biological chemists and physicists, with the result that prior to the war, when Germany was not in disfavour, as she is to-day, she was looked upon as the great pioneer in scientific work, achievement and advancement. We all know how we used to look to them for the finishing touches. That has been changed now. We have a new interpretation of their ideals, with which we do not conform; but still we must recognize the value of the scientific work which she did in Europe, and in my judgment, it is time that Canada should adopt some practical methods of attaining the same object.

The CHAIRMAN: Perhaps we had better have the order of reference read.

The CLERK (reads):—

“That, in the opinion of this House, it is desirable that a Special Committee be appointed forthwith to consider the matter of the development in Canada of Scientific Research, with power to call for persons, papers, and records, to examine witnesses under oath, and to report from time to time.”

The CHAIRMAN: Perhaps Dr. Macallum could inform the Committee of the inception of this movement, and explain to us how far it has developed up to the present time, and then he might answer any questions which the members of the Committee desire to ask.

Dr. A. B. MACALLUM: Mr. Chairman and gentlemen, members of the Committee, the Council of which I am chairman was appointed on November 28 to December 3,

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1916, one member, Mr. Surveyer, of Montreal, consulting engineer, having been appointed on December 28. The Order in Council, by which the appointments were made, was passed on June 16, 1916, and a copy of this Order in Council is contained in my report of last year. It is given in Appendix E to the report. The appointments were, therefore, made six months after the passage of the Order in Council. The Order in Council laid down a certain number of functions. They were:—

“(a) To consult with all responsible bodies and persons carrying on scientific and industrial research work in Canada with a view to bringing about united effort and mutual co-operation in solving the various problems and industrial research which, from time to time, present themselves;

“(b) To co-ordinate as far as possible the work so carried on so as to avoid overlapping of effort and to direct the various problems requiring solution into the hands of those whose equipment and ability are best adapted thereto;

“(c) To select the most practical and pressing problems indicated by industrial necessities and present them, when approved by the Committee, to the research bodies for earliest possible solution.

“(d) To report, from time to time, the progress and results of their work to the Minister of Trade and Commerce as Chairman of the Committee of Council.”

These were the functions, and more briefly they were indicated in a rescript addressed by the Minister of Trade and Commerce to the Council. A copy of this rescript is contained in a pamphlet which was issued for general distribution, and which I may pass around among the members. It sets forth that the Advisory Council, by direction of the Chairman of the Sub-Committee of the Privy Council has been charged with the following duties:—

“(a) To ascertain and tabulate the various agencies in Canada which are now carrying on scientific and industrial research in the universities and colleges, in the various laboratories of the Government, in business organizations and industries, in scientific associations or by private or associated investigators.

“(b) To note and schedule the lines of research or investigation that are being pursued by each such agency, their facilities and equipment therefor, the possibilities of extension, and particularly to ascertain the scientific man-power available for research and the necessity of adding thereto.

“(c) To co-ordinate these agencies so as to prevent overlapping of effort, to induce co-operation and team work, and to bring about a community of interest, knowledge and mutual helpfulness between each other.

“(d) To make themselves acquainted with the problems of a technical and scientific nature that are met with by our productive and industrial interests, and to bring them into contact with the proper research agencies for solving these problems, and thus link up the resources of science with the labour and capital employed in production so as to bring about the best possible economic results.

“(e) To make a scientific study of our common unused resources, the waste and by-products of our farms, forests, fisheries and industries, with a view to their utilization in new or subsidiary processes of manufacture, and thus contribute to the wealth and employment of our people.

“(f) To study the ways and means by which the present small number of competent and trained research men can be added to from the students and graduates of science in our universities and colleges, and to bring about in the common interest more complete co-operation between the industrial and productive interests of the country and the teaching centres and forces of science and research.

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(g) To inform and stimulate the public mind in regard to the importance and utility of applying the results of scientific and industrial research to the processes of production by means of addresses to business and industrial bodies, by the publication of bulletins and monographs, and such other methods as may seem advisable."

You will note that all the functions are advisory towards the Government. The Committee investigates the conditions and ascertains what is to be done; it makes recommendations to the Government, it does not necessarily carry on scientific work itself, in fact a small body consisting of eleven men would find it impossible to indulge in scientific work which would achieve any result in such a wide field in a number of years. Later, as the Council developed its work it found that to make things stable, to give a certain amount of security and definiteness to its work, it was necessary to have a statute enacted and this statute, assented to on August 29, 1917, gave the following functions to the Council:—

"The Council shall have charge of all matters affecting scientific and industrial research in Canada which may be assigned to it by the sub-committee, and shall have the duty of advising the sub-committee on questions of scientific and technological matters affecting the expansion of Canadian industries for the utilization of natural resources of Canada."

The Council, by this Act, is to consist of not more than eleven members, "Who shall be appointed by the Governor in Council on the recommendation of the Sub-Committee of the Privy Council on Industrial and Scientific Research, hereinafter called 'the Sub-Committee'". That is the number that now constitutes the Committee. The Committee itself is composed of the following gentlemen: F. D. Adams, Ph.D., LL.D., F.R.S., Dean, Faculty of Applied Science, McGill University, Montreal, . . .

Mr. ELKIN: Who are these? Are they the Sub-Committee of the Council?

Dr. MACALLUM: No, the Sub-Committee of the Council consists of four members of the Cabinet; there were six members originally, but since they abolished the Inland Revenue there are now five: The Minister of Trade and Commerce who is Chairman, the Minister of the Interior, the Minister of Mines, the Minister of Labour and the Minister of Agriculture. The members of the Council were: the Administrative Chairman, F. D. Adams, Ph.D., LL.D., F.R.S., Dean, Faculty of Applied Science, McGill University, Montreal; T. Bienvenue, Esq., Vice-President and General Manager, La Banque Provinciale du Canada, Montreal; R. Hobson, Esq., President, Steel Company of Canada, Hamilton; S. F. Kirkpatrick, M.Sc., Professor of Metallurgy, Queen's University, Kingston, Ont.; J. C. McLennan, Ph.D., F.R.S., Professor of Physics and Director of the Physics Laboratory, University of Toronto, Toronto; A. S. Mackenzie, Ph.D., D.C.L., President, Dalhousie University, Halifax, N.S.; W. C. Murray, M.A., LL.D., President, University of Saskatchewan, Saskatoon, Sask.; R. A. Ross, Esq., E.E. (Tor.), N. Can. Soc. C.E., Consulting Engineer, 80 St. Francois Xavier st., Montreal; R. F. Ruttan, M.A., M.D., Sc. D., Professor of Chemistry and Director of the Chemical Laboratories, McGill University, Montreal; Arthur Surveyer, B.A., Sc., M. Can. Soc., C.E., Consulting Engineer, 274 Beaver Hall Hill, Montreal. Professor Kirkpatrick resigned last year and Mr. Tancreed Bienvenue resigned also about three months ago, and in the place of Professor Kirkpatrick, Professor W. L. Goodwin, Dean of the School of Mines, Queen's University, Kingston, and in place of Mr. Bienvenue, Sir George Garneau, President of Garneau, Limited, and Professor of Chemistry of Laval University, a Civil Engineer by profession, were appointed. That is the composition of the Committee at present. It has held twenty-three meetings in the last two years, each meeting usually continuing from two to four days, except once when there was an emergency meeting of one day, held in Montreal.

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Now the Committee took itself, I might say, pretty seriously, from the first. It started in to fulfill the duties imposed upon it by the Order in Council, and one of the very first things it did was to determine the status of scientific and industrial research in Canada. Now for the majority of the Committee it was a virgin field; for myself, as a result of thirty-four years' connection with research in Canada, it was not a new undertaking by any means. Moreover, before I was appointed Chairman of the Research Council I was Chairman of the Board of Graduate Studies of the University of Toronto for two years, a position which I resigned when I was appointed to this position. I was also, from 1914 to 1916, Chairman of the Committee on Graduate Studies of the Canadian Universities' Conference. The experience acquired in these positions enabled me to understand the research situation in Canada. To get a census of industrial research in Canada, the Research Council issued a series of questionnaires, one to all the industries, one to all the Universities, a third to the scientific departments of the Government and a fourth to the technical societies of the Dominion. There is a bound copy here of all the four questionnaires. Questionnaire No. 1 was sent to about eight thousand firms; of course many of these were not perhaps worth while approaching on this score, but they were appealed on the chance of furnishing information of value. We received answers from about two thousand eight hundred of these eight thousand firms, and we have summarized the essentials of those answers. We got answers also from the various scientific departments of the universities, from the technical societies and from the scientific departments of the Government. The results that we obtained were certainly not very encouraging, I mean to the general members of the committee; to myself it was not a very great surprise. I know what the situation in this country is; I have referred often to it publicly, in the years from 1896 to 1912, and especially in my position as Chairman of the Board of Graduate Studies of the University of Toronto. Now the situation as it revealed itself in the industries is practically as follows: Only about thirty-seven firms in this Dominion appear to have research laboratories, the majority of these have, each, only one research man employed. There are about seven or eight that employ four or more, something like four that employ two or three, and in some of them the work is purely routine, for although called research, it is not research at all, it is simply making analyses of raw materials to ascertain whether they are up to standard. You can get men qualified for routine work much more cheaply than you can get men qualified for research work. Let me emphasize here the point that the profession of research men is the most highly specialized in the world. There is no profession in which there is such a great degree of specialization. The man who is doing research along his own particular line knows more about that line of work than anybody else in the world, and, therefore, he is a specialist. If he is energetic, enthusiastic and productive, he cannot be obtained at a salary of from twelve hundred to two thousand dollars. It is utterly impossible to obtain him for any such figure, and in a certain number of these routine laboratories, which are called research laboratories, the so-called research men are only routine men. In this country there are not many more than fifty pure research men all told. I know it is not pleasant for me to say this, but it is a fact, nevertheless. Now, what is the situation in this respect in the United States or Germany?

Mr. THOMPSON (Yukon): Would you be good enough to give us the line of demarcation between a purely research man and a routine man, as you have it in your mind?

Dr. MACALLUM: A routine man is employed merely to determine the ordinary qualities of the materials that come before him in a chemical laboratory.

Mr. STEVENS: Testing in steel works, etc.?

Dr. MACALLUM: Yes. A research man plunges into the unknown field. He does not content himself with the ordinary things that are before him, or with the knowledge that is already available. He wants to add to that, and he starts out on his own

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line, a line determined by his taste and intellectual make-up, and persists along this line, and makes it his own. He is a man, so to speak, *sui generis*, and the great research man will make himself such in spite of everything. Faraday was a laboratory attendant in the Royal Institution when Sir Humphrey Davy was lecturing there. He eventually became laboratory assistant, and as such he proceeded to make experiments for himself. You all know what the result was. The great development in electrical science of to-day is due to the discoveries of Faraday. His achievements were due to his make-up. He could never have been routine man. It would have been impossible. I say that in order to make the distinction between the mental make-up of a routine man and a research man. We found also that the university was not producing research men. I knew that of course. The degree of doctor of philosophy was first instituted in Canada in the University of Toronto, in 1896, and in McGill University, about 1904. That is the degree that is given essentially for research. It is the essential requirement for the degree in the German universities. It was given for research in the United States from 1876 onward. In the last twenty-three years these two Canadian universities have only graduated eighteen for this degree, of which eleven were in pure science. Those are the only two universities that give the doctor of philosophy degree in Canada. In the United States the number of Doctors of Philosophy graduated every year is very large. There are ten universities which turn out somewhere between 350 and 500 annually. We in Canada only turned out 11 in 23 years. Of course, that does not reveal the whole situation. The students of our universities go to the United States to get their degree, because there is a great deal of prestige attached to the American universities, especially Harvard, Yale, Columbia, Johns Hopkins, Princeton, Cornell, Chicago, Wisconsin and the University of California. These universities are the wealthiest in the world. There are no other universities like them. Before the war Harvard's annual expenditure was \$2,400,000, Columbia's, \$1,600,000. Yale has an income of about \$2,300,000, Chicago spends about \$2,000,000. The university in Canada today with the largest income is Toronto University, and it is only getting about \$900,000 from all sources. McGill has about \$600,000 and Queen's comes next. This explains the situation as regards research in Canada. We have not got enough scientific men to carry on the work. We might bring back those who went to the United States and who have achieved distinction there. There are workers like Dr. Dushman of the General Electric, Schenectady, men who ought to be back in this country, but who cannot come back because of the low salaries or poor inducements held out in Canada. I have here a summary of all the information that we gathered from those questionnaires.

Mr. NICKLE: Which is cause and which is effect? Is it the lack of demand by the establishments, or the lack of supply from the universities that makes so little research work in Canada?

Dr. MACALLUM: The situation in the universities, as I view it, is due to the fact that they have hitherto been controlled by men who are not scientific men, whose training was mainly along the classical or literary lines. That was not the case in the United States in a number of notable instances. From 1876 to 1902 Johns Hopkins was under the presidency of Dr. Gilman, who was keenly appreciative of the value of scientific research and he was succeeded by Dr. Remsen who had been a professor of chemistry and who is still to-day in his old age one of the most active research workers in the United States. Harvard was for thirty-five years under President Elliot, who had been a professor of chemistry. I need not enlarge on this; but that shows you the difference in the factors operating in the United States and Canada. Now, I do not say this in condemnation of the governing bodies, or the presidents of our Canadian universities, because you cannot expect them to appreciate what scientific research is or what it will do, and further, they have the conservative forces of their environment to contend with. There was also public indifference, which, how-

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ever, could have been overcome by education. A crusade for research was carried on for years in the University of Toronto. Attention was called again and again to the need of research in science, but such efforts were largely unsuccessful. The same thing was done in McGill and in Dalhousie and other universities. To-day the situation is different. Further, there are men like President McKenzie, of Dalhousie, who was a distinguished researcher in physics before he was appointed president of that university. President Murray, of Saskatchewan, is keenly interested in agricultural research and does everything he can to promote it. The future is suspicious for McGill under her new presidency. Sir Auckland Geddes is a scientific man first and foremost. I should expect that the situation will henceforth change in our universities, but not very rapidly for a university environment is very conservative. I recall that when I first began to advocate the promotion of research in the University of Toronto, both inside and outside of the university I met with ridicule. All the staff on the literary side were pointing to Oxford as the model for the university to follow, not an American university, and contempt was poured on the word "research." What was research, they asked. We had to meet that attitude. If the universities had been alive in the past to what was absolutely necessary in this direction, I think the public would have appreciated it.

Mr. MCGIBBON: The initiative must come from the universities.

Dr. MACALLUM: Yes, in scientific research.

Mr. NICKLE: You think that if the universities had produced the men the industries would have absorbed them?

Dr. MACALLUM: Certainly.

Mr. NICKLE: So that it is the universities' lack of appreciation that led to the small number of men being employed by the industries?

Dr. MACALLUM: Yes.

Mr. THOMPSON: Is it not based upon the old English idea of science?

Dr. MACALLUM: That is quite true. The men who come from the English universities to Canadian universities carried with them to their new posts the old idea.

Mr. SHEARD: I think Cambridge is an exception. Professor Foster's work is famous. There was a very excellent department of research there. I had the pleasure of taking three sessions there.

Dr. MACALLUM: You are quite right, that is an exception. There were certain departments in Cambridge, for instance, physiology, bio-chemistry, physics, which were distinguished for research.

Mr. SHEARD: Some eminent scientists came from Cambridge to the United States. Some of them are at the Johns Hopkins University.

Dr. MACALLUM: One cannot make a sweeping generalization. I am looking at the whole effect. Those men at Cambridge had to fight against forces that were overwhelming in their influence. For example, Professor Foster, on one occasion, said that if it was not for Mr. Coutts Trotter, who, though a literary man, was appreciative of what science would do for the university, and who insisted upon the colleges contributing to the laboratories—if it had not been for his assistance research would not have found a home in Cambridge. To-day, of course, the old forces are not silent, though they recognize that a new era has begun. They have kept us behind. It is not so in the United States. The universities there are the greatest and wealthiest in the world. There are no other universities like them, so far as resources are concerned, not even the University of Berlin. In those universities there is the spirit of research. It may be feeble in some instances, but in others it is of significant value, and they are all aiming at producing research men. It is because of this situation that the United States has got so many research men to-day.

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Mr. NICKLE: Do you think that the fact of our universities being relatively small, as compared with the American universities, made our manufacturers loth to pay adequate remuneration for pure research, and, therefore, that men were not inclined to go into research work in the universities, believing that it would be difficult to obtain employment in Canada after graduation?

Dr. MACALLUM: To a certain extent, that is true; but the universities should have educated the public as to the need for research. I do not think that the industries would have been slow in accommodating themselves to the situation which now faces us.

Mr. MCGIBBON: There is an industry in my little town which spent \$25,000 in five years for research.

Mr. SHEARD: I do not think that the industries can be expected to secure research men. It is the university that develops the men, and the industry may see the value of their work in a sense; but the university will have to be endowed to encourage these men in research work, for they are pioneers in a new field.

Mr. NICKLE: That is not the way they did in Germany.

Dr. MACALLUM: Of course, it depends on the spirit of the universities. If a university is endowed with the spirit of enthusiasm in research, you are going to get your research men. I know from my own experience. The biological and physiological departments of the University of Toronto for a number of years stimulated a number of workers, and since the nineties they produced the professor of zoology, the professor of anatomy in Chicago University, one of the professors of botany in Harvard, and the professor of medicine in Jefferson and others. They trained also Dr. John McCrae, who died in Flanders over a year ago. A dozen of such outstanding men could be named. At that time there was an enthusiasm for the work, and the students went into it ignoring the gains which they might have if they went into a profession; they continued their researches for years.

Mr. SHEARD: The university gave them the interest.

Dr. MACALLUM: Yes. If the universities had promoted and encouraged research as a whole, we would have been far forward to-day. There would have been more money coming to them from the public; that is, the public would have been appreciative, and it would have been less difficult to get larger endowments.

The CHAIRMAN: When this discussion commenced I think you were going on from the example of the United States to the example of Germany.

Mr. ELKIN: Is it not a fact that the appointments in Germany, for men who carry on industrial and scientific research, were a great stimulus to the students of the German universities to continue that line of work, knowing that when they came out there would be fairly remunerative positions in the different industries.

Dr. MACALLUM: That was true latterly, but not at first. In the late seventies it was the universities that were producing the scientific men, but going into the industries they showed how valuable they could be to them. The universities were producing more men than they could find places for in the university. You know in the German universities there are 2,000 professors and instructors in the scientific departments. These positions are very valuable indeed, and the number of students who qualified for them was so great, that the surplus had to go out into the industries. When they did go out into the industries they showed their employers how valuable they were.

Mr. MCCURDY: Some steps have been taken, have they not, to interest the Canadian universities in the work of your board? I notice last November or December some specific recommendations were made in that respect.

Dr. MACALLUM: I am coming to that later, Mr. McCurdy.

Mr. MCCURDY: What relation has the biological board to your body?

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Dr. MACALLUM: It is an independent body, I have been secretary-treasurer of it for eight years; but we are trying to bring it into close relation with the Administrative Council of which I am chairman.

Mr. NICKLE: There was a difference between the ideals. With the German university the ideal was efficiency rather than culture; whereas the English ideal was that culture was the essential.

Dr. MACALLUM: As a matter of fact both ideals were fundamentally alike, although in the German ideal efficiency was emphasized. The German universities are under official or governmental control and hence their tendencies, but culture was not disregarded. The term was seized and misused by the official classes.

Mr. NICKLE: Seized on what term? I have understood that the German universities attach more importance to efficiency in science and the turning of their knowledge into wealth than did the English university. The English universities on the other hand, attach more importance to culture.

Dr. MACALLUM: That might be true with regard to some branches of science, but not for all. Take physiology and biology, for instance some of the greatest biologists in the last 30 years were German, as were some of the greatest physiologists; and this is also the case with regard to chemistry. In chemistry there are tremendous opportunities that industry is now grasping; but for 25 years it was a subject that lacked organized and consistent attention. I have been to Germany a great many times, and I know about 300 scientific men in the universities of Germany. While I do not admit their superiority, they do possess the scientific spirit. Of course they know that eventually they would get public recognition; and they did get public recognition because they continued their work. A Professorship in a German university was more esteemed than a knighthood, a baronetage, or even peerage.

The CHAIRMAN: I do not want in any way to control the Committee, but I suggest that we allow Doctor Macallum to complete his statement and if necessary he can be heard again, and that we defer all these questions unless there is some point we want to elaborate.

Mr. ELKIN: There is one point I would like to have brought out. This is a committee of the House and there are some other committees, where do these committees all interlock?

Dr. MACALLUM: The Sub-Committee of the Privy Council is the final authority. Of course it is subject to the Cabinet. So far as the Research Council is concerned, none of our recommendations go into effect until they are approved by the Sub-Committee of the Cabinet. We are a recommending and advisory body.

Mr. NICKLE: You are Chairman of the Scientific Committee and the Sub-Committee of the Council is the political committee that links the Government up to the Council.

Dr. MACALLUM: The governing body, I would not say political.

Mr. NICKLE: I mean the political body as distinguished from the scientific.

Dr. MACALLUM: Yes, if accepted in that sense.

The CHAIRMAN: Then this committee, as I take it, is a committee which the Government and the House asked to investigate the work of the Scientific and Advisory Council and report to the House on the recommendations which this Advisory Council have already made or might make and to recommend any further steps which we think should be taken.

Dr. MACALLUM: Now, the situation which I have just referred to in the universities, the lack of scientific men in the country who are qualified to take up research work came up very early for consideration by the Research Council and in consequence

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it established studentships and fellowships. Each studentship was at first \$600 a year, and each fellowship which would be given after, say after two years' tenure of a studentship was about \$1,000 to begin with. Of course we have altered the conditions the amounts involved since. Twenty-five studentships and fellowships were established; but there were so few who, during wartime, applied for them that we only gave nine in 1917. Of those three resigned—I am speaking now from memory—to go across the seas. That leaves six out of twenty-five. Last year, when the Military Service Act began to operate, there were fewer qualified men available and we only had, I think, four before October last year, of whom only two completed their course. Since the armistice was declared we have got five or six more. We did not intend to confine the numbers to twenty-five, because we have to give assistance of this character for a number of years and for a large number of students. We intend to raise the number of studentships and fellowships to 100, as the students come forward. But there has been four years of non-production of scientifically trained graduates, and there will be another four years before the supply comes up to the normal number produced before the war. In other words, there will be an interregnum of nearly ten years in the training of scientific men in this country. The need of such is very great. Therefore, it was important for us, it was vital, to come to the rescue by establishing those studentships and fellowships.

Mr. STEVENS: What are the qualifications?

Dr. MACALLUM: For a studentship the applicant must be a graduate in one of the scientific departments listed. I have here the regulations governing this. It does not matter whether he is an honour graduate or not, so long as he knows enough science to begin research for himself, or to show that he has a research spirit. There are some distinguished men who have had so poor a class standing—I am speaking of the past now—that they might have been shut out from research if a high-class standing were exacted of them before being allowed to pursue it. We have to exercise discretion in awarding studentships and fellowships. A man must show that he has sufficient scientific knowledge, and that he has the research capacity. These qualities are not universally distributed. There are few men qualified for a scientific research career. Capacity for research is an unusual mental qualification in itself. There must be a consuming desire to achieve something in the way of breaking into new ground, and we have to be sure that the men selected have that qualification. When a studentship is awarded, the researcher works for a year and reports results to us. If he does well his studentship is continued another year. If in his second year he does better—and he is bound to do still better if he is worth anything—he then gets a fellowship. In 1917 we gave three fellowships to students who held them in Canadian universities.

Mr. ROSS: Do you mean by that that you pay his fees?

Dr. MACALLUM: No, he looks after that himself.

Mr. ROSS: What does it mean?

Dr. MACALLUM: It means that the amount of a studentship will enable him to pay his way while carrying on his researches in the university for a year. That amounted in 1917-1918 to \$600, but as it was claimed that it was not enough to pay his expenses it was last year raised to \$750.

Mr. ROSS: That enables him to attend the post-graduate work at the university?

Dr. MACALLUM: Yes, the amount is not large but we must not raise the amount so high as to be a bribe to bring in men who have not the right spirit. There must be in the holder of each studentship and fellowship the real research spirit.

Mr. ROSS: If he does well you give him a scholarship?

Dr. MACALLUM: A studentship the first and second years and a fellowship the third year. A fellowship is a greater distinction than a studentship. It shows that

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the student has "made good", that he has done work of great importance along a particular line.

Mr. MCGIBBON: It is an academic honour.

Dr. MACALLUM: I am now placing before you one of the greatest difficulties. We hope that with these studentships and fellowships, there will be produced a class of trained scientific research men who will go into the industries, or who will work for the guilds for research that I shall refer to later on. There will be, we hope, a constant flow of men of this character through the universities to recruit the profession of research. Unfortunately our universities are not equipped and staffed to accommodate fifty of such students at a time, now or later one hundred. Where is the surplus to be accommodated? They should not be sent to American universities and provision must be made for them in Canada—this is a situation which is giving the Research Council cause for anxiety. With the view of increasing the facilities offered in Canadian universities it has interviewed the authorities of McGill and Toronto and it proposes to interview those of Queen's, Dalhousie and so on, but so far the prospect is not encouraging. The Research Council found that in order to develop the resources of the country we would have to make grants in aid of investigation.

Mr. SHEARD: To the university or the student?

Dr. MACALLUM: To the individuals. Many scientific projects are incapable of realization or development unless they are assisted. Take one instance, the question of the use of straw for producing gas on the farms in the west. That involves an expenditure of money that no professor or investigator can meet out of his own pocket. The grant made by us in this case, however, has not been used. The material, the steel retorts and other equipment cannot yet be obtained. Then we made a grant for signalling through fog. Navigation on the Gulf of St. Lawrence is handicapped for the greater part of the season by fog. There is no proper method of signalling in foggy weather to prevent such disasters as occurred to the Empress of Ireland some years ago. Professor King, of the department of physics in McGill University, undertook this work. The appropriation needed was large. He applied unsuccessfully to the Naval Department for a grant, but finally obtained it from the Research Council. He is now working on this problem. Its solution will be a tremendous boom to navigators in the St. Lawrence. Later a grant was made for research on the utilization of low grade iron ore. Our country abounds in ore of this description, and the question is, how should it be utilized to compete with imported high grade iron ore, which constitutes 96 per cent of all smelted in Canada. A grant was also made in 1918 to Professor Thompson, of the university of Saskatchewan, to assist him in developing a variety of wheat that would be rust-resisting and ripen earlier than the Marquis, and would have good milling and baking qualities. A second grant, that is one for 1919, has been given him to continue this research. He has succeeded so far in breeding certain varieties, one of which will ripen two weeks earlier than the Marquis, and others which are more or less completely rust-resisting. In the West rust sometimes proves a very serious cause of loss. In one year the damage amounted to \$19,000,000. Professor Thompson has brought his experiments to a point where he is now endeavouring to produce a hybrid that will ripen early and have the rust-resisting qualities of the parent wheat, and will also possess good milling and baking properties. I need not dwell upon what the results will be if he finally succeeds. Another problem taken up is the utilization of the tar sands in the West. There are 1,500 square miles of tar sands in northern Alberta, near Fort McMurray, in a stratum from four to ten feet thick, and the tar in the deposit ranges in concentration in amount from 10 up to 70 and 80 per cent. The tar sand, as such, was used to pave a street in Edmonton. That pavement has been in use five or six years, and it is found to be exceedingly good. The quantity of sand mixed with the tar is a handicap for if transported long distances the

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sand will be a serious factor in the freight charges. A grant was made to determine a cheap method of separating the tar from the sand on a large scale. Unfortunately the project has so far not been undertaken because of the impossibility of finding scientific and specially qualified engineering experts to carry it on. A large grant was made to determine whether the tar in the bog of coke and gas plants could be precipitated electrically. At Riverside, California, a cement manufacturing plant, some year ago, sent into the air clouds of dust which settled on the orange orchards and vineyards and injured them. The company concerned was compelled under a mandamus to remedy this, and to meet the situation it put in the plant an electrical installation for the purpose of precipitating the dust before it got out of the chimney. It was successful and with an unexpected result quantities of potash were found in the precipitated dust, so large that potash became the chief product and cement became, as it were, a by-product of the plant. That suggested the investigation on tar fog. They pour out of many gas plants large quantities of tar, and it was thought that it might be possible to use electricity to precipitate it. The method is effective, but the question is whether the process is industrially feasible. It was proposed to utilize this process in a couple of plants in Canada but no action has as yet been taken.

Mr. THOMPSON: Did you say for the tar fog or the potash?

Dr. MACALLUM: For the tar fog in the coke plant at Sydney, and for the potash in cement-making plants.

The Research Council gave attention to the enormous supplies of lignite in the West. The two western provinces of Manitoba and Saskatchewan imported in 1915, 530,000 tons of anthracite from Pennsylvania at a cost ranging, according to locality, from \$12 to \$18 and \$20 a ton. Now, there are in Saskatchewan 57,000,000,000 long tons of lignite. These lignites contain about 30 per cent of moisture. So long as the water is in them they stand handling and can be utilized; but in two weeks after mining they lose nearly all the water and slack and leave nothing but dust. Attempts were made in Saskatchewan in the last ten years by Mr. Darling, under the auspices of the Saskatchewan Government, to carbonize this slack material and convert it into a domestic fuel. Trials also, were made by Professor Babcock on the lignites of North Dakota, and data were available from experiments made by the Fuels Division of the Mines Branch in Ottawa. All these experiments seemed to indicate the feasibility of carbonizing these lignites and converting them into high grade fuel, and at the same time saving the pitch or tar and other valuable by-products. The finished briquettes were as effective in producing heat as anthracite. They burned slowly, gave out a strong heat, stood up in the furnace, and produced very little soot. The Research Council held that with 57,000,000,000 tons of these lignites in Saskatchewan and with about 600,000,000,000 tons of higher grade lignites in Alberta, it was incumbent on us to investigate their availability for domestic use and the possibility of replacing the anthracite imported. Remember that the anthracite imported into these parts of the country costs from \$4,000,000 to \$5,000,000 annually. The furnaces of the West are fitted only for anthracite, and even in the large government buildings in Winnipeg, anthracite was used simply because, even in the form of slack it was better than lignites. When I was in Winnipeg in 1917 the Hon. Premier Norris told me that the Government had bought 13,000 tons of anthracite slack for the public buildings, costing \$10.75 a ton; and yet they could have bought lignite at about \$5 or \$6 a ton. You see the handicap there is on these lignites as fuel. We estimated that they could be carbonized and briquetted at about seven dollars a ton.

Mr. STEVENS: Including mining?

Dr. MACALLUM: Yes, including everything. It is possible that we were wrong in our estimate of some factors. We have to accept the data given to us by others and therefore we were more or less in reserve on this point.

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Mr. MCGIBBON: A ton of briquettes would be equivalent to a ton of anthracite?

Dr. MACALLUM: Yes, about 12,000 British thermal units per pound. In the estimate of the cost the value of the tar, gas and ammonia produced in the carbonizing was not considered.

Mr. THOMPSON: It did not include the by-products?

Dr. MACALLUM: No. These were not included. No use perhaps might be found for them. The West is very extravagant. The gas company of Winnipeg turns all the ammonia that is produced in its plant into the Red river. The amount of ammonia so thrown away annually is equivalent to more than 1,500 tons of ammonium sulphate. When the people of the West begin to conserve its resources, and know how to preserve the productive richness of its soil, it will use some of those by-products. It must do so some day.

Mr. MCCURDY: To what extent does your Committee carry on instruction or propaganda?

Dr. MACALLUM: The members of the Council have given a large number of addresses. They have addressed Canadian clubs, rotary clubs, technical societies, etc., I have delivered more than fifty addresses myself.

Mr. STEVENS: I have no doubt there are a great many cases like the Winnipeg Gas Works. Did you advise them?

Dr. MACALLUM: The matter was carefully considered. There was during the last three years a great demand for ammonium sulphate in the West Indies. It is needed there for the tobacco fields. We made a census of the ammonium sulphate production of the Dominion. We thought of asking the Food Control Board to compel the Winnipeg Gas Works to put in a recovery plant, but as the West is not educated up to the point of using fertilizers on a large scale and as the cost of installing a recovery plant and the charges of transportation of the product to the proper market would be high we took no action. I hold that every one of these gas plants throughout the country, that might produce some hundreds of tons of ammonium sulphate a year, should put in a recovery plant. The gas works produce up to 28 hundred tons and from that down. In Sydney the Dominion Iron and Steel Works produce 1,600 tons.

An Hon. MEMBER: That does not go to waste.

Dr. MACALLUM: No, that goes to the West Indies.

Mr. STEVENS: Could they not utilize this commercially?

Dr. MACALLUM: The installation of the recovery plant is the essential; there is no market in this country and the transportation cost is too large.

Mr. STEVENS: It is not commercially possible.

Dr. MACALLUM: That is the trouble, Westerners do not recognize the value of the product.

Mr. THOMPSON (Yukon): You hope to make the recovery of sulphate of ammonia commercially possible?

Dr. MACALLUM: Yes.

Mr. ELKIN: Apropos of that question, you want to go a little bit further and you will be interested in learning that the Mellon Institute is making enormous strides in the last 18 months in connection with the extraction of toluol and benzol from tar and from coal oil, and they are going to revolutionize commercially the extraction of these two chemicals. It is going to make, for instance, our shale properties in New Brunswick, and western sand tars very valuable from a commercial standpoint. Now by the cracking process used by the Standard Oil Company they extract from 25 to 40 per cent according to the qualities they use. The

is a commer-

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cial plant which would extract from 75 to 80 per cent, and they have raised the benzol from 1.85 to 8.90 so that all these things eventually, if it is commercially possible, may be of great importance.

Dr. MACALLUM: Remember this, gentlemen, that the West contains large quantities of lignite and bituminous coal. Now, Nova Scotia and New Brunswick have only one-fiftieth of the Canadian supply. The coal is largely of this bituminous and lignite variety in which there are immense quantities of sulphate of ammonia. The question is whether, in the future, such coal will be burnt as fuel in the raw state in furnaces or whether it is first of all carbonized. This is a question which opens up immense possibilities for the West.

The Council recommended a grant of \$400,000 should be made to provide for the establishment of a plant for carrying out experiments on the carbonizing and the briquetting of the lignites of Saskatchewan. The Government was inert about the matter because they had not, perhaps, the same interest in it at the time as the Council had. The Governments of Saskatchewan and Alberta were asked subsequently to assume part of the cost. After some delay the Reconstruction and Development Committee of the Cabinet considered our proposal and the Government in co-operation with the Governments of Manitoba and Saskatchewan, provided \$400,000, \$200,000 from these two provinces and \$200,000 from the Dominion Government Treasury, to erect a plant and to carry on experimental investigation to demonstrate the commercial feasibility of the carbonizing-briquetting process, there the connection of the Research Council with problem terminated. When the Government adopts our recommendation on any matter our work on it is done. We are merely advisory; we as a body do not carry on experimental work. The three Governments have constituted a Lignite Utilization Board consisting of three members, in which Mr. R. A. Ross represents the Dominion Government, Mr. Leamy that of Manitoba and Mr. Sheppard that of Saskatchewan. This Board is now preparing to begin the installation of a plant, not much later than the first of October next, to turn out 30,000 tons of these briquettes and to sell them to the public, keeping track of all the costs so as to determine what the commercial possibilities of the carbonizing-briquetting process are. If the process is shown to be successful financially there will be many plants of that kind in the West because a good substitute for hard coal is a necessity. There are 20,000 domestic furnaces in Winnipeg fitted for burning anthracite but not lignites, except under great inconveniences. In Regina, in Moosejaw, in Saskatoon, there are large numbers of such furnaces. The supply for domestic heating, of anthracite or a good substitute for it, in all these centres is consequently very necessary. The price of anthracite went as high as \$22 a ton in some centres in 1917. This indicates the urgency of an experimental demonstration of the value of carbonizing-briquetting process.

Mr. McCURDY: The statement was made early in your remarks that the United States were much in advance of Canada in the matter of scientific research. What has been the result of the experiments that you speak of in the States having corresponding objects to those you desire to attain, and dealing with the same problems? I believe it has been covered there pretty well.

Dr. MACALLUM: They have lignites there in some places; but they have ample supplies of high grade fuel like the bituminous coal of Ohio, and the anthracite of Pennsylvania. Except for Professor Babcock, no carbonization has been attempted, but briquetting of the slack of anthracite and bituminous coal is carried on extensively at some centre. At some points in Pennsylvania the slack cast into rivers in former years is being dredged out and briquetted. There is no question about the value of briquetting. That is resorted to in Germany, where millions of tons of briquettes are turned out annually from lignites. The product is suitable as fuel for domestic furnaces of a different type from that of Western Canada because the climate of

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Germany is milder. The question which is of dominant interest to us is the commercial feasibility of first carbonizing and then briquetting low grade western lignite to make a substitute for hard coal.

There are a large number of other investigations to meet the expenses of which the Council gave grants. It might prove tedious to refer to all of these and can only be touched on. It concerned the utilization of the sugar of sulphite liquors from the pulp mills which turn out millions of tons of these liquors annually, of which 10 per cent is solids containing sugar. The character of this sugar and what variety of yeast organism could transform it into ethyl alcohol were the subjects investigated. This was found to be readily convertible into alcohol, a fact of importance, since a careful estimate shows that if all the sulphite liquors of our Canadian pulp and paper mills were utilized for making alcohol for industrial purposes more would be thus produced than is now used in Canada. Using such liquors for this purpose would do away with the necessity of using grain for making alcohol. Industrial alcohol is required for the manufacture of paints, varnishes, rubber, textiles, the making of artificial leather, and so on. There is a bill to this end now before the House to which there is some opposition, but I hope it will go through with the main features of it unaffected. Amongst the general questions considered by the Council was that of patents to Government employees. In research laboratories the worker may discover something that is worth patenting. The question is whether he should be allowed to take out a patent for it. In Australia provision is made for bonuses, a certain amount accruing to the discoverer of the patentable idea. In our governmental departments here, for instance the forest products laboratory, investigators are not, or, at least, were not, allowed to take out patents. The consequence is that employees resigned and went to the States, where they secured patents and carried on their work. This condition and low salaries have practically depleted the staff of the Forest Products Laboratory in Montreal. As a result of the consideration given to the question a bill has been prepared dealing with the matter and enabling the Government to retain one-half interest in each patent for Canada and give the other half to the patentee, who is thereby allowed to patent the process abroad in his own name. The main effort of the Council was to introduce science and scientific research into the Canadian industries. Out of 3,000 firms there are perhaps about 1,000 which could and ought in some way to benefit by the application of scientific research to their problems, but their means are small, they cannot afford a large outlay. A firm that can only give about \$4,000 or \$5,000 a year cannot hope to reap much from research, unless it happens to be confined to one or two special points, and then one man may succeed in developing something which may increase the amount or the value of the output. Take the tanneries for example: There are between forty and fifty firms in this country whose methods would benefit greatly by research; but their annual sales are not sufficient to enable them to meet the expenses involved. There are indeed a few firms in this country which can afford to undertake research on a large scale. There is for example the Imperial Oil Company, Ltd.; I was informed by the late Mr. W. J. Hanna that the Imperial Oil Company spent \$240,000 annually for research and exploration in Canada. The Consolidated Rubber Company, of Montreal, spend between \$40,000 and \$50,000 a year. The Davies Company in Toronto spend a considerable amount, I could not say how much. But let me repeat the amounts which many firms in Canada can spend for this purpose are very small and they consequently cannot hope to get valuable results. In the United States there are over 50 firms that spend anywhere from \$25,000 a year to \$2,000,000. The Eastman Kodak Company spends several hundred thousand; the General Electric of Schenectady, I think spend more than \$250,000. The Western Electric spent last year \$2,200,000. The Dupont Company spent about the same amount. The National Electric Light Association spent over \$200,000 on research. These firms are liberal in their expenditures in the

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encouragement of research as they know it is wholly in their own interests. Wealthy firms can afford to do this, and some firms become monopolies in consequence. The Eastman Kodak Company, for example, has many, perhaps hundreds of patents in its pigeon-holes. It does not use them except when competition threatens and then it utilizes one or more of its patents and the competitor is crippled. The consequence is that the smaller firms are crushed out, or if they are not extinguished altogether they become merged in the larger concerns. They have to sell out. Now, this is very undesirable, and one does not want to concentrate all manufacturing in a particular line in one large firm. But if a firm has resources for research and can discover useful processes, it has an immense advantage over smaller competitors. In this country there are very few or no such large firms. We have sixty odd pulp and paper concerns; we have forty to fifty firms engaged in the tanning industry. We have something over a dozen rubber firms. There are similarly situated a large number of firms in other lines of industry. The question that arose was how could research be made available to these firms, and after consideration of everything involved it decided to encourage the firms in each particular kind of industry to unite, to form what they called trade associations for research which would pool all their funds for research. If funds so raised are not sufficient in any case, the Research Council places at the disposal of the trade association a grant not to exceed pound for pound of the pooled funds. There are now thirty-four of these trade associations, that is there are that many industries which co-operate for research. They provide their own research laboratories. They employ their own staff and the funds at their disposal are very large; sometimes the amount would be over \$50,000 a year. That suffices to employ a large research staff. The Research Council of Canada took a leaf out of the book of the British Research Council. It advocates the formation of guilds for research of the firms in the various lines of industry which would engage to pool their funds or reserves for the purpose of engaging research men to investigate their problems. The Research Council could not make, for reasons which you will gather yourselves, substantial grants like those which the British Research Council is prepared to give to the trade associations for research. But we hoped to give these guilds for research advantages which would equal that which the British Research Council provides, for the trade associations for research. These advantages would be free accommodation, light and heat in a National Research Institute. There is in Canada no National Research Institute like the National Physical Laboratory of Great Britain, the *Physikalische-Technische-Reichs Anstalt* and the *Chemische Anstalt* of Germany, the Bureau of Standards at Washington. The Research Council recommends the establishment of a National Research Institute for Canada which will parallel in a modest way for the next few years the Bureau Standards at Washington and that in the building which is to house this institute there be free accommodation for the staffs of the various guilds for research. This with supervision that the staff of such an institute would exercise over the work carried on by the staffs of the guilds housed in the institute, would greatly promote the success of the researches carried on by such guilds. There is great urgency in the need of such an institute in Canada. We must give our industries such advantages as the American industries possess through the activities of the great scientific bureaus, the Bureau of Standards, the Bureau of Chemistry and the Bureau of Mines, which the National Government of the United States maintain. The expenditure of those bureaus is very great. The Bureau of Mines Department runs up to over half a million dollars a year, the Bureau of Chemistry to about \$800,000, while the Bureau of Standards last year spent two million dollars.

The CHAIRMAN: And a million and a half dollars for new buildings.

Dr. MACALLUM: Yes. The Bureau of Standards has a laboratory for testing and standardizing materials used in industry and in Government work. It was primarily for standardization of the materials used in the construction of public works, but

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lately it has gone into investigations of standards in the products of the industries. It will standardize all sorts of manufactured products, textiles, rubber, leather, etc. They are even willing to standardize the products of Canadian manufacturers. They give a certificate with the standard. Any Canadian manufacturer can send his product to Washington and have it standardized; and when standardized, he must, thereafter, put out a product up to that standard, so that it is a check upon him, an incentive to him to maintain the value of his product. You will find in your copies of "Science and Industry," page 32, a resumé of the work which that bureau does.

The CHAIRMAN: I notice that their report last year covered two hundred pages.

Dr. MACALLUM: This was written four years ago, since which time the Bureau has developed enormously.

Mr. McCURDY: I see that this is published in London.

The CHAIRMAN: It is published for the British Research Council, which is similar in its constitution and functions to the Canadian Council.

Dr. MACALLUM: We received the copies from it. There is no institute in this country which could house the staffs of our guilds for research. In the United States they have the Mellon Institute, for example, and there are other similar organizations of much less importance.

The CHAIRMAN: That is at Pittsburg?

Dr. MACALLUM: Yes, it is an organization provided by Mellon Brothers who gave a grant of \$500,000 for the construction of the buildings. The staff is maintained there and an industrial firm can put one or more research workers on its problems in the rooms of that institute. A small annual charge is made for the privilege. These research workers carry on their observations under the supervision of the staff of the institute. I may say that the Bureau of Standards at Washington does work of this character for the industries. If it is of special benefit only to the firm that requires it, that firm is charged with the expense. If it is of public benefit, it is free to the firm, but the benefits of it are for the public alone.

Mr. NICKLE: Who maintains the Mellon Institute now, the Government?

Dr. MACALLUM: No, it is associated with the University of Pittsburg.

The CHAIRMAN: The Mellon Brothers are very wealthy bankers.

Dr. MACALLUM: Yes, and they provide everything. They take a pride in the results.

Mr. McCURDY: The revenue is derived from different sources, a part from the Mellon Brothers and a part from those who benefit from the experiments.

Dr. MACALLUM: Yes.

The CHAIRMAN: I think the Mellons carry the heavy part of the load.

Mr. MCGIBBON: In what way are benefits given to the public?

Dr. MACALLUM: The firms which engage staffs working in the Mellon Institute have the rights of any discovery for a few years, after which any firm in the lines of industry concerned may use the new processes without royalties or payments for them.

Mr. MCGIBBON: I was thinking of the ultimate cost to the public. Would it be a case of adding more profit to certain firms.

Dr. MACALLUM: That will depend on the circumstances in each case. The Bureau of Standards acts on the assumption that if the benefit of a particular research can only be enjoyed by an individual firm, it will carry the research on at that firm's expense; but, if the results of a research are going to benefit the whole industry, in which there are probably several hundred firms, it will carry on the research for nothing. Then all the firms in the industry can have the benefit of the results.

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Mr. NICKLE: Does the same principle underlie the administration of the Mellon Institute?

Dr. MACALLUM: Yes, to a certain extent. There are conditions arranged for each individual case. It depends altogether on the largeness of the point of view of the manufacturer. But there is a time limit to the use of the benefit in any case. I am speaking from memory, but I think it is about two or three years. The Mellon Brothers take a pride in what these firms do. There was one firm that spent large sums annually on their yeast production. It felt that the costs were too great, and the product not satisfactory, and it installed a researcher in the Institute, who succeeded in developing new processes of cultivation giving a more satisfactory product, with the result that the firm saved over half a million dollars, I think, in two or three years, through this alone. It gave the worker, besides a salary for one year, a bonus of \$10,000 for each of the three following years.

Mr. STEVENS: Did they reduce the price of bread?

The CHAIRMAN: They said they improved the quality of the article very much.

Mr. NICKLE: Is not that the case where the country at large benefits?

Dr. MACALLUM: The rights involved now belong to the public, I understand.

The CHAIRMAN: Then you are going to develop the idea of the laboratory system in certain institutions?

Dr. MACALLUM: Yes, of course we cannot multiply institutes in this country because our means are limited.

Mr. McCURDY: Is it part of the functions of your body to investigate existing waste?

Dr. MACALLUM: Yes.

Mr. McCURDY: For instance I am told that in the Department of Agriculture experiments are constantly being undertaken in the hundreds, duplicate investigations, in the different experimental farms throughout the country and it is contended by some that the waste in this respect is very far in excess of the benefits derived therefrom.

Dr. MACALLUM: It is the case all over the world; in the west the three provinces are triplicating the work.

Mr. McCURDY: But I mean in the Dominion Department of Agriculture which maintains experimental farms carrying on exactly similar experiments, superfluous experiments, as regards cost and result.

Dr. MACALLUM: It may be true.

Mr. STEVENS: You have such a diversity of climate conditions that what would be suitable in the prairies would be absolutely useless for us in British Columbia for instance, and that applies particularly to potatoes, vegetables and other crops.

Dr. MACALLUM: There is waste and we propose to investigate that question and make a report thereon; but we are up to the crown of our heads already in the work we have on hand, and it is hardly possible for us to extend our activities indefinitely.

Mr. McCURDY: Some years ago there was a committee appointed, called the Economic and Development Committee, which investigated these questions. I wonder if we could have access to the finding of that committee. I would like to have a résumé of their findings prepared in brief form.

Dr. MACALLUM: To meet the demands of industrial development in the scientific way in Canada the Research Council recommends the foundation of a National Research Institute at or near Ottawa, which location of course has been suggested by conditions that everyone will recognize as determining the choice. This institute should have the functions of a Bureau of Standards for Canada, and also those of a

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Mellon Institute. The constitution of a bureau of standards would give a supervising and directing force for the investigations that would be carried on in the Mellon Institute side of the organization. Research would be carried on, of course, both in the interest of the public and private enterprises. Industrial research carried on in such an institute, would be under the supervision of the highly technical staff, a staff selected specially because of their special capabilities for industrial and scientific research. The different organizations, the staffs of the different guilds would work side by side, and this would determine, to a certain extent, what would be the character of the staff on the bureau side of the institute. Nearly all our industries depend to a large degree upon chemistry, for example leather, textiles, clay products and rubber require a highly technical staff to meet the special needs and the conditions under which investigations have to be carried on. Now in investigating the raw material of the industries which I have named the application of colloidal chemistry is required but there are very few colloidal chemists available. Colloidal chemistry is all important from the industrial point of view. There is, however, in Canada only one authority on colloids but he is a physicist, not a chemist, and he deals with it from the physicists' point of view. There is in our Canadian universities colloidal chemistry, but investigations on textiles, leathers, rubber, etc., require the supervision of experts in colloidal chemistry who should be included in the staff of the proposed National Research Institute. If this institute were founded, it would be a centre not only for the determination of the character of the natural resources of the country, but also for industrial research. It would not preclude industrial research elsewhere. A single firm, or a group of firms if they desired to do so, could place their research work elsewhere. But you must systematize your organization so that, if these associations for research are formed, they will look naturally to some one place where they can get the most for their outlay, and this National Research Institute would be such an organization. For this purpose it should be staffed with experts along particular lines, including colloidal chemistry, which the universities have not the means to employ. To provide for the foundation of a National Research Institute, the Research Council recommended the construction of a building 200 feet by 60 feet by 74 feet, on a 50-acre site, that is, large enough to accommodate additional buildings in the future. There would be about sixty to sixty-four rooms in the building, of about 25 by 25 feet, excluding hallways, washrooms and accommodation of that kind. Such a building would be sufficient for the first ten years or so. That would accommodate the staffs of all the guilds which would be formed. It would have sufficient accommodation for the staff of the Bureau of Standards side of the institute. The amount needed for the construction of such a building would be \$500,000; \$100,000 for equipment, desks, plumbing and the like, and \$100,000 for salaries for the first year of operation. The Council believes that the establishment of such an organization would lead to a complete revolution in scientific work in Canada. It would stimulate the universities to produce highly qualified researchers. The universities must produce such. That is the place where research men must be trained, not in this National Institute or in an industrial laboratory. Such research men can be properly trained only by carrying on research, for a time, in fundamental science, or, as it is more often called pure science. He can then turn readily to industrial research. A training in industrial research alone gives only limited powers and the researcher so trained is ineffective except on very special points. Industrial research in only the effort to find a process that will last for a few months, or a few years, or to make a process cheaper. It may be replaced or changed two or three years later and, therefore, it is ephemeral, so to speak. As a researcher cannot be effectively trained in industrial research alone, the universities therefore must provide for the training of such in fundamental science. If this National Research Institute were founded, universities would be called upon to produce these men. Of course they could not produce many at present, but with this institute in being and in operation, they would

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begin to produce them and we would tide over the next five to ten years with such scientific men as could be found.

Mr. NICKLE: Can you distinguish between pure science and industrial science? Is there a line of cleavage between pure science and industrial science?

Dr. MACALLUM: There is the distinction I made a little while ago.

Mr. NICKLE: You spoke of Faraday and his work which was a great advantage industrially. Faraday simply began a research in pure science, which ultimately was turned to the advantage of industrial science.

Dr. MACALLUM: All industrial science is based on pure science.

Mr. NICKLE: You cannot make a line of cleavage, can you?

Dr. MACALLUM: If you go over the history of industrial chemistry, you will find many processes are advocated, but these are all based on the fundamental facts of pure science. Fundamental science has to grow before you can avail yourself of all its resources for industry.

Mr. NICKLE: Industrial science builds on pure science and takes advantage of it.

Dr. MACALLUM: Yes, and many of its facts are, from the nature of things, only of ephemeral value.

Mr. NICKLE: It is the application of scientific principles to commercial problems.

Dr. MACALLUM: Yes.

The CHAIRMAN: Pure science discovers and industrial science utilizes. That is putting it shortly.

Dr. MACALLUM: That completes what I have to say.

Mr. THOMPSON (Yukon): I am not clear on what you might call the matriculation requirements of the Central Research Laboratory, which is the central idea of your scheme. It has to be recruited from the universities. What connection is there between university laboratories and the guilds and the research?

Dr. MACALLUM: The Bureau of Standards side of the Research Institute will take qualified men wherever it can get them to constitute the staff of the institution. That staff must be recruited from the graduates of the University in science, the highly specialized researchers. The guilds, availing themselves of the opportunities of the Mellon Institute side of the institute, will engage the researchers of that type also for their staffs, and these will be selected under the supervision of the staff of the Bureau of Standards side of the Institute.

Mr. SHEARD: The bureau would be intended to direct the line of investigation, and the Mellon would be the suggestion of capable minds to apply the suggestions.

Mr. THOMPSON (Yukon): There is in this country a strong current of opposition to this Central Bureau of Standards by our graduates.

Dr. MACALLUM: No.

Mr. THOMPSON: Queen's University is opposed to it.

Dr. MACALLUM: Quite so. I understand they are not opposed to a Bureau of Standards but to the Mellon Institute attachment.

Mr. THOMPSON: Some people have spoken to me about it, and while I may be wrong in saying there is a general feeling against it, I know there is some opposition to it.

Dr. MACALLUM: We have not got unanimity. We never could get unanimity in the whole country on that question.

Mr. THOMPSON: Unanimity is a rare flower. Where do the guilds recruit their men?

Dr. MACALLUM: They would get highly specialized men wherever they could be

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found. If they can be produced by the Canadian Universities, well and good. They may have to get them from the United States.

Mr. NICKLE: As to the Mellon side, who is going to pay those men? The Government?

Dr. MACALLUM: The guilds.

Mr. ELKIN: The guild is a group of individuals interested in some industry.

Dr. MACALLUM: It will pay the salaries of its own staff. The only advantage it will get will be free accommodation, light and heat.

Mr. ELKIN: These men training on the fundamental side, as they take their second, third or fourth years in the colleges will begin to specialize themselves; for instance one man's science will be motor mechanics and so on.

Dr. MACALLUM: Oh yes, for instance, it may be in economic biology; it may be in physics; it may be in metallurgy, mineralogy or chemistry.

Mr. NICKLE: What is going to happen to the university professorate once they all gravitate to the research schools?

Dr. MACALLUM: The universities will get their men. University Professorships because of the security of their tenure and the prestige attached to them will always be regarded by a very great many researchers as preferable to industrial research positions. The universities ought to produce a large number of scientific research men so that the public would have the benefit of the services of such as are not required in the universities. They ought not to be scientific monasteries, retaining for life every scientific man who enters them. There ought to be a constant stream into them of scientific students and out of them as large a stream of fully trained research men.

Mr. THOMPSON: Will not this give the university graduate a new field for action?

Dr. MACALLUM: Certainly. In conclusion I may say that I have dealt with our scheme as a whole only. There is one question untouched on which is a pretty lively one, but the discussion on it can wait for another opportunity. It is a question of the survey of our natural resources.

Mr. ELKIN: I would suggest that we proceed to get the views of those whose names have been mentioned, and then we will be in a position to call upon Dr. Macallum again.

The Committee adjourned.

Tuesday, May 20, 1919.

The Committee met at 10.30 a.m.

The following communications were received and ordered to be placed on the record:—

Sir THOS. WHITE,
Acting Premier,
Ottawa.

TORONTO BOARD OF TRADE,
TORONTO, April 24, 1919.

Toronto Board of Trade strongly urges upon the Government the necessity of establishing a Research Institute.

F. G. Morley,
Secretary.

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HAMILTON BOARD OF TRADE.

Resolution passed by the Council of the Hamilton Board of Trade, May 1, 1919.

Whereas the people of Canada are confronted with the problem of carrying the very heavy National Debt incurred by their participation in the Great War for humanity.

And whereas this burden can be borne only through the greatest thrift and industry on the part of the nation, through the conservation and development of our human and natural resources, so that we may be able to share in the world's markets against the strong competition that we shall have to meet.

And whereas good results have already been achieved by the Industrial Research Committee.

Be it therefore resolved that this Board strongly supports the establishment of a National Research Institute and urges that legislation in this connection be passed at this session.

(Sgd.) T. L. Brown,
Secretary.

Resolution passed by the Canadian Fisheries Association in Executive Session at Ottawa, May 13.

In the opinion of the Canadian Fisheries Association the establishment of a Central Bureau of Research is not advisable but the work now being done by the Biological Department of our universities should be strengthened by a Federal Subsidy distributed through the provinces in the same way that the Federal Subsidy was given to the Agricultural Colleges. The establishment of a Bureau of Standards is advisable but should be put under the jurisdiction of a department of the Government rather than under the Advisory Council of Scientific and Industrial Research.

LONDON CHAMBER OF COMMERCE,
London, Canada.

Tecumseh Building, May 17, 1919.

Dr. A. B. MACALLUM,
Administrative Chairman Honorary Advisory Council Scientific Research,
Ottawa, Ont.

DEAR SIR,—I am instructed to advise you that our Directors endorsed the resolution of the Hamilton Board of Trade declaring their hearty support of the establishment by the Government of Canada of a National Research Institute which would carry on and direct research into such industrial, agricultural, commercial and medical problems which will best promote the conservation and development of Canada's human and natural resources.

Yours very truly,

(Sgd.) Gordon Philip,
Managing Secretary.

RESOLUTION OF THE PORT ARTHUR BOARD OF TRADE.

PORT ARTHUR, ONT., December 16, 1918.

Whereas it is stated in the Toronto newspapers of December the 4th that "The Reconstruction Committee of the Cabinet has decided to accept the recommendation of the Honorary Advisory Council for Scientific and Industrial Research for the establishment of a Central Research Laboratory. It is proposed to appropriate half

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a million dollars for the purpose. Part of this will be expended in a central bureau at Ottawa, while there will be smaller research laboratories throughout the country for the sake of aiding industry."

And whereas it is proposed that the new Canadian Bureau be modelled partially on the Washington Bureau of Standards which concerns itself with heat, electricity, optics, chemistry, metallurgy, ceramics, and structural engineering and partially on the Mellon Institute at Pittsburg.

And whereas in the report of the Honorary Advisory Committee the following appears: Whether local branches of this Institute should be formed which the Research Council, though it has considered this object, is not prepared to offer a recommendation."

And whereas this Board of Trade has absolute faith in the resources of this district in metallic and non-metallic ores and concerning which we have frequently gone on record as calling on the various governments for assistance in research and development.

And whereas it has been frequently stated that the backbone of the various transcontinental railways is broken by the lack of a supply of freight in the centre of their system between Manitoba and the older parts of Ontario, which we believe could be largely overcome by a policy of research and development.

Therefore this Board of Trade do hereby resolve;

That it is in hearty sympathy with the proposed establishment of a Central Research Laboratory and smaller research laboratories throughout the country and to point the district of Thunder Bay as one of the fit and proper places in which one of the smaller laboratories should be placed;

That we are satisfied that the placing of such a laboratory at Port Arthur would do much to prove the great resources of the district, and start industries as a result thereof that would go a long way to overcome the present shortage of freights in the centre of the three great transcontinental systems.

And this Board of Trade is also in favour of strong local branches of this institute being formed and is prepared to assist any local branch located in this district and offer it the use of our mineral exhibit and any and all statistics in our possession. That copies of this resolution be sent to the members of the Reconstruction Committee, the Honorary Advisory Committee and F. H. Keefer, Esq., M.P.

MEMORANDUM TO THE GOVERNMENT OF THE DOMINION OF CANADA FROM THE ROYAL CANADIAN INSTITUTE.

The Royal Canadian Institute in meeting assembled on November 23, on motion of Mr. Arthur Hewitt, seconded by Mr. R. Wight Eaton unanimously resolved "That the Counsel of the Institute be instructed to prepare a resolution impressing upon the Dominion Government the necessity of immediately providing funds to enable the Honorary Advisory Council for Scientific and Industrial Research to carry on its work on such a scale as will meet the urgent demands of this period of reconstruction."

In accordance with this instruction, we, the Council of the Royal Canadian Institute beg to present for your consideration the following memorandum:

(1) The enormous debt caused by the war must be paid largely by new taxes to be levied on people already overburdened. This burden can only be reduced and

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financial solvency maintained by the development of all our national resources, agricultural and industrial. Such development cannot be successfully accomplished without the application of science to the utilization of undeveloped resources and the recovery of valuable waste products.

(2) The development of industry depends entirely on our ability to meet the competition of other countries in both export and home markets. To this end, the cost of production must be lowered to the scale existing in such countries as Great Britain and United States as well as Japan where low cost is made possible by (1) the lower standard of wages (2) the application of scientific research to industrial problems on a scale compared with which the efforts of Canada have been insignificant. Research work of these countries centre in National Testing and Standardizing Institutions available alike to large and small industries and to science generally. The remarkable industrial development of Germany was a direct result of the establishment of the Reichsanstalt in 1884, and the National Physical Laboratory in Great Britain and the Bureau of Standards in the United States have—particularly in the last few years—done equally extensive work. As regards labour the establishment of a higher wage scale in this country makes doubly important any means of decreasing cost of production.

(3) With the exception of Canada, all the leading allied countries, in order to handle the afterwar conditions are now seeking to increase their trade to a tremendous extent and for this purpose all their scientific organizations for research are being greatly enlarged. Japan, which has hitherto depended upon its cheap labour is now spending \$5,000,000 on a national laboratory. In urging the Dominion Government, therefore, to establish a National Research Institution we are only asking for what other countries have found indispensable.

(4) Furthermore, we should like to point out that instead of adding to the financial burden of the country by the establishment of this institution, its work will inevitably result in savings which will more than pay the capital and maintenance charges. It is necessary to cite only the United States' Bureau of Standards whose supervision of the contracts of the United States Government has saved millions of dollars annually.

(5) We are insistent in this matter so that Canada may take her place in the family of nations, may meet her obligations easily and may furnish employment to its industrial workers. We believe that the economic salvation of this country depends on the scientific development of its resources, and for this reason urge that your Government give ample and adequate support to the recommendations of the Honorary Advisory Council for Scientific and Industrial Research.

On behalf of, and by order of, the Council of the Royal Canadian Institute.

Hon. Secretary.

RESOLUTION passed at the Annual General Meeting of the Canadian Manufacturers' Association, held at Montreal on the 12th and 13th of June, 1918.

RESOLUTION ON SCIENTIFIC AND INDUSTRIAL RESEARCH.

Whereas in the principal industrial countries the application in industry of results obtained by scientific investigation is recognized as a most important factor in maintaining a high industrial rank and increasing national prosperity;

And whereas realizing that it is not purely an industrial problem, but for the ultimate public good, Governments of the principal industrial countries have set aside large appropriations for the assistance and encouragement of scientific research as applied in industry;

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And whereas the immediate Government provision in Canada for the application of scientific discoveries in industry is at a minimum;

And whereas industries have guaranteed financial co-operation on a considerable scale for a period of years provided Government action is forthcoming;

Be it therefore resolved, that the Canadian Manufacturers' Association in Annual Meeting assembled, strongly urge the Dominion Government in prompt action,

(1) To provide for the appointment of manufacturers in representative industries in the Honorary Advisory Committee of Scientific and Industrial Research on a basis equal numerically to the academic representation now thereon;

(2) Under the supervision of the Honorary Advisory Committee in co-operation with the industries on terms to be agreed upon, to establish, equip and maintain a laboratory for conducting scientific industrial research and furnishing information relative to new processes, properties, inventions, improvements, and materials discovered therein as may seem capable of use by interested manufacturers;

(3) To provide funds to carry out this project or another similar plan suitable to Canadian industrial conditions, which plan shall have the same end in view.

MEMORANDUM of joint recommendations drawn up at a meeting held in Ottawa on Friday, November 29, 1918, by representatives of the Trades and Labour Congress of Canada, the Joint Committee on Technical Organizations, and the Canadian Manufacturers' Association, for presenting to the Dominion Government.

(1) *Bureau of Public Welfare:*

That the Government be requested to establish immediately a Bureau of Public Welfare to deal with such matters as health, sanitation, town planning, housing plans, accident prevention, and every other matter pertaining to the physical efficiency of the nation.

Owing to the present dearth of suitable homes for working men, this particular subject should receive the Bureau's first consideration. Much could be accomplished through the co-ordination of the many agencies, private, philanthropic, and governmental, dealing with these matters.

(2) *Survey of Imports:*

That a permanent representative bureau be established to take a survey of imports with a view to ascertaining what part of such imports could be avoided. Particular attention to be paid to the classification of the customs tariff.

The information thus gathered should be as accessible to interested parties as similar information is in any other countries.

(3) *Raw Materials:*

The good work already done by our Government in arranging to have more of our minerals refined in Canada, as in the case of nickel, should be continued as a general policy relating to all raw materials, so that such materials will leave the country in as advanced stage of manufacture as possible.

(4) *Scientific and Industrial Research:*

Having regard to the important part which research must necessarily play in Canada's industrial reconstruction, the appropriation for that purpose should be increased to not less than one million dollars annually. The Board handling that

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work should not be merely advisory as at present, but should be clothed with specific executive powers, which powers should preferably be exercised by a board of managers, upon which labour, manufacturers and engineers would all have representation.

(5) *Immigration:*

That the establishment of a central Empire authority on emigration be approved of for supplying information to parties intending to emigrate, as to conditions in the countries to which they desire to so emigrate, and that the established Immigration Department in Canada give serious consideration to the question of further restricting undesirable immigration.

(6) *Public Works:*

All necessary public works, Dominion, Provincial and Municipal should be carried forward as promptly and energetically as possible. As the chief consideration will be the matter of finances, we would suggest that the Government render all possible financial aid to works not coming strictly within its own scope.

(7) *Technical Education:*

The advancement of technical education is of such vital concern to the whole country that the burden should not be left entirely to the Municipalities and Provinces. The Dominion Government should co-operate by such means as are best calculated to assist the authorities and expand the facilities for this work. It is urged, whatever plan be adopted, that there be kept constantly in mind the necessity of working it out on lines that will bring technical education within easy reach of all classes.

(8) *Land Settlement:*

That a practical land settlement plan be worked out at once, and in connection with same the Publicity Department should start a campaign to interest our soldiers in the advantages of farming.

An interesting series of booklets should be supplied to our soldiers as soon as possible and prior to demobilization, particularly designed to show that community farm life can be made not only profitable but sociably attractive in the older as well as the newer Provinces.

Educational facilities for the thorough training of soldiers who desire to settle on land should be provided.

It is further recommended that the Federal and Provincial Government take such steps as are necessary to procure suitable land for such communities in proximity to already settled areas.

(9) *Employment Bureaus:*

The establishment of one chain of employment bureaus, operated by the Provinces in co-operation with the Federal Government, is heartily endorsed, and in this connection the absolute undersirability of dual and private employment offices is emphasized and the abolition of such recommended.

(10) *Demobilization:*

The time having arrived for demobilization the Militia and other Governmental Departments should co-operate the Government Employment Bureaus in order that the lapse of time between discharge and employment be as short as possible; due regard being given to priority on account of length of service, and to married men.

(11) *Water Power:*

That the Government should adopt a fixed policy and a comprehensive scheme for the utilization of our water powers already and to be developed. This applies particularly to those on international waterways and especially to those of the St. Lawrence river.

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To give industry the proper freedom for expansion power must be kept always well in advance of demand.

(12) *Optimism Campaign:*

That the Publicity Department of the Government start at once an optimism campaign, and that in this the press of the country be requested to co-operate.

The country is drifting into a pessimistic state of mind as regards the immediate future which might easily bring about far-reaching depression unless it is quickly checked.

Respectfully submitted,

Signed:

Labour representatives, T. Moore, and others.

Joint Committee of Technical Organizations, Willis MacLachlan, and others.

Canadian Manufacturers Association, H. J. Daly, and others.

The CHAIRMAN: We have in addition to these, two letters from private individuals, one from Mr. Andrew T. Drummond, of Grimsby East, who sends a lengthy communication which the secretary will read.

Mr. STEVENS: Who is he?

Dr. MACALLUM: He is a prominent graduate of Queen's University.

Mr. THOMPSON: He represents himself, does he?

The CHAIRMAN: I think he speaks for himself. The other letter is from a Major Mattice, of Quebec, who has been Chief Inspector of Arms for the Canadian Government, and who speaks of a Bureau of Standards. He asks to be heard before the Committee.

Mr. MCGIBBON: Whom does he represent?

The CHAIRMAN: No one but himself.

Dr. A. B. MACALLUM: Mr. Chairman and Gentlemen, my remarks this morning will be very short, in order that Dr. Mackenzie and Dr. Ruttan may both be heard at length to-day and to-morrow. Dr. Mackenzie is president of Dalhousie University and was a physicist of distinction for his researches before he became president of that university. Dr. Ruttan is the head of the Department of Chemistry of McGill University and has been identified with industrial chemical research for years. His point of view, and that also of President Mackenzie, will be of great value to the committee. Experience, I think, Mr. Chairman, should count in determining the estimate that should be placed upon the views that are expressed, and I therefore ask that they be given every opportunity because they have taken part in the work which enabled the Council to arrive at the decision to recommend the establishment of a national research institute.

There is one point which I should make quite clear in the minds of the committee and that is the functions of the proposed National Research Institute. These are indicated in a statement, copies of which are for distribution among the members of the committee, to go around. You will recall that the institute is to have two functions, one for standards of all sorts, the other to provide opportunities for industrial research on the part of single firms or groups of firms which may be formed for the purpose of furthering their own industry by research into their various problems. I will read this:—

“The institute shall have charge of:—

(a) the investigation and determination of standards of length, volume, weight, mass, capacity, energy, and time, and of the fundamental properties of matter.

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(b) the standardization of the scientific and technical apparatus and instruments for Government service and for use in the industries of Canada and of the materials used in the construction of public works.

(c) the investigation and standardization of the materials which are or may be used in the industries, and of the products of the industries.

(d) researches undertaken with the object of improving the technical processes and methods used in the industries and of discovering new processes and methods which may promote the expansion of the existing industries or the development of new Canadian industries.

(e) researches undertaken to promote the utilization of the natural resources of Canada."

Now all that is on the Bureau of Standards' side. Then on the industrial side there is the following:—

"The Institute shall have charge, direction or supervision of the researches which may be undertaken or by or for single industrial firms under conditions to be determined in each case or by such organizations, to be known as Trade Guilds for Research, which may be formed in the various industries with the view of improving the processes of production or the products of these industries, as may desire to avail themselves of the facilities offered for this purpose by the Institute."

This is a condensed statement describing the functions of the Institute. Now there is a point in this connection which I think deserves emphasis. The industries of the country are going to be faced with serious competition from abroad in which no resource that science possesses will be ignored. The American industries are now adopting a progressive attitude towards research. There are, it is estimated, three thousand industrial laboratories in the United States and for these laboratories large sums are spent. I mentioned the other day in the representations I made to the Committee that there are over fifty large industrial firms in the United States which spend anywhere from \$50,000 up to \$2,000,000 a year. We have nothing to compare with that in this country.

Hon. Mr. BELAND: All these establishments are provided for by the industrial firms or are they provided for by the Government?

Dr. MACALLUM: None by the Government, they are all private.

Mr. SHEARD: Would it not be a very serious thing to interfere with such an arrangement?

Dr. MACALLUM: We do not propose to do so, what I am indicating is the situation which is developing, because these large industrial organizations are following this research to such an extent that they will capture all the markets of the world.

Mr. SHEARD: I do not know how far this goes; I do not wish to criticize, I am simply asking for information. We have here in the first proposition the determination practically of the standards and that is at once a very radical act, and it is going to raise in my mind the question of metric system at once.

Hon. Mr. BELAND: As I understand it, this institute would have the power to determine that in Canada in future we will have the metric system and no other.

The CHAIRMAN: Perhaps if Professor Macallum will give us some indication of what the Bureaus of Standards in the United States are doing, it would be of advantage to the committee.

Mr. THOMPSON (Yukon): In reference to the United States do I understand they have a Bureau of Standards as well as the Mellon Institute—I am speaking now of the United States Government.

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Dr. MACALLUM: They have a Bureau of Standards which carries out exactly this work.

Mr. THOMPSON: The two functions are clearly defined in the scheme we have before us now. Does the Bureau appointed in Washington function in that way?

Dr. MACALLUM: Yes, the same as indicated in clauses A to E.

Mr. THOMPSON: I understand that as far as the Bureau of Standards is concerned, but does it apply as far as the work of the institute is concerned.

Dr. MACALLUM: The Bureau does take up work for various firms and carries the investigations on; if the results are found to be of wider interest than concerns that individual firm the Bureau of Standards meets the expense of the research. If the results are only of benefit to that individual firm that firm pays all the expense. Sometimes however the Bureau independently carries on investigations on problems bearing on important industrial questions.

The Bureau does not ostensibly take on the functions of a Mellon Institute, but like the latter it helps to solve the problems of individual firms.

Mr. STEVENS: I presume that A, B and C are really the functions of the Bureau of Standards. Am I right in that?

Dr. MACALLUM: Yes.

Mr. STEVENS: Then will you tell me the connection with the United States Government? The Bureau of Standards is a department of the government, is it not?

Dr. MACALLUM: Yes.

Mr. STEVENS: But the Mellon Institute is not a government institution.

Dr. MACALLUM: It is private.

Mr. STEVENS: Another point; in regard to the question of research, which I am taking as distinct from the Bureau of Standards, does the United States Government give any assistance to the universities, and secondly, does the government institute do research work itself?

Dr. MACALLUM: The United States Government has not hitherto given any grants for research to the universities. The Bureau of Standards carries on research on a large scale and in its own laboratories. It gives isolated problems out here and there to universities, but these are very few in number, and they do not appreciably count in the sum of results at the end of the year. As I said, the United States Congress has not made any provision for research in the universities, but there is, or was, a bill before Congress known as the Smith-Howard Bill, introduced last November, providing federal aid to promote scientific and industrial research in the States, Territories, and the District of Columbia in connection with the higher educational institutions.

This bill has not been accepted. It has been very extensively and drastically criticized, and the National Research Council, which of course desires to bring to the aid of research all the adventitious forces possible suggested improvements in the bill. One criticism of it is found in the following extract from an address by Dr. Millikan, one of the members of the National Research Council (reads):

"But there is now before Congress a Bill—the so-called Smith-Howard Bill—which in its original form had most unfortunate features, but which is apparently now in process of being changed into a really valuable measure. I am permitted to say that the authors and sponsors of this bill recently asked the National Research Council to appoint a committee to give it thorough study and make possible recommendations. A fairly representative committee of some ten men, including Dr. Whitney and the Director of the Bureau of Standards and the author of the bill, Mr. P. V. Stephens, has met and reported

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unanimously upon certain types of modifications in that bill. The most essential of these changes consist in the setting up of the principle, different from that incorporated in the original bill, that the funds appropriated by the federal government to each state shall be allotted to institutions within the state by a board composed of at least five of the most eminent available scientists and engineers of the state, upon the basis of programs of research submitted annually by these institutions to this scientific board. It was the judgment of the committee, and also of the executive board of the National Research Council which unanimously approved this report, that if the allotment of research funds within each state can be placed in the hands of men who know what research is, and if the institutions of a state can be stimulated to a rivalry in the development of research programs there will develop in existing laboratories of which we have already an abundance, an atmosphere of research which is now wanting. It is only through the creation of such atmospheres that research men can be developed. This sort of a plan seems to make it possible to plant men all over the country who will be creating such atmospheres. It provides for the stimulation of research throughout the country in both industrial and pure science lines much better than any scheme for federal aid which I have seen discussed."

The fact is that that bill is not likely to go through Congress, at least not for some years yet. There are so many difficulties in the way that it is doubtful whether it may ultimately pass.

Mr. WHIDDEN: Will it be possible to get copies of that bill; the bill is more important than the criticism.

Dr. MACALLUM: I have four copies here.

Mr. STEVENS: Who inspired that bill?

Dr. MACALLUM: It was introduced under the auspices of Messrs. Smith and Howard, members of Congress; but the author of the Bill is Mr. P. V. Stevens, with whose name I am not familiar.

Dr. MACALLUM: This Bill was introduced early in the consideration of what should be done for industrial research in the United States. The point of view has changed very considerably since then and that change is indicated in an address delivered recently by Dr. Frank B. Jewett, Chief Engineer, Western Electric Company before the Canadian Institute. I have copies of the address here and I would like to indicate the point of view (reads):

"I will not here attempt any long discussion of the best methods for handling research, once a supply of properly-trained investigators is assured. There was a time when the proposition of having the colleges, universities and technical schools undertake industrial research on a very large scale was much discussed. Recently such discussion has diminished, largely through a clearer understanding of the requirements for successful industrial research, and also. I think, because of a better appreciation of the direction in which the research energies of the universities can be most effectively directed for the advancement of industrial research."

He maintains that the universities should train the researchers for the industries in fundamental science.

One of the reasons that determined the council to adopt the recommendation that a National Research Institute be founded is the fact that the council itself is composed of seven university men out of a membership of eleven. They know what the situation is in our Canadian universities; they know what the situation is abroad,

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and what is the opinion of experts regarding the relation of industrial research to a university, or what it should be. These members of the council, university men, were of course exceedingly anxious, if it could be at all effected, that the Dominion Government should give money to the universities to carry on industrial research work. These university men, seven including myself, know the needs of the universities. The control of the universities which is vested in the provinces, their constitution and the conditions of their environments, however, led the council to recognize, it must be said with regret, the impossibility of the Dominion Government aiding the universities to carry on industrial research. There was another factor of importance which contributed to this result. It was that the university is a home for fundamental research and that the Canadian universities are not producing enough of researchers to meet the needs in Canada. To put industrial research in the universities would aggravate the situation which now obtains and it would lead to the crowding out of fundamental research from those universities. This is an opinion which I think is of importance when you are considering what is to be done, and in support of it I would like to read an extract from an address of Professor Sir J. J. Thomson, of the Cavendish Laboratories, Cambridge, delivered before the Royal Society last November, as president of that society. He says:—

“To increase the resources and equipment of the universities would, I think, be the most effective way of aiding research in pure science. If the grants for this have to come from a fund which has also to provide those for industrial research, there is, I think, no inconsiderable danger that the latter may be regarded as the more urgent, and that the claims of pure science may be crowded out.”

The CHAIRMAN: He uses the expression “pure science” and you say “fundamental science”. They are practically one and the same.

Dr. MACALLUM: Yes. Sir J. J. Thomson is one of the most eminent of the Scientific Legion in Great Britain. His standing is regarded everywhere as unquestioned, and I believe that here he expresses in very reserved language what is held by the men of science generally in Great Britain regarding the possible results of the introduction of industrial research in the universities.

Mr. STEVENS: That merely is a broad statement. Could you give us a reason why the industrial research would have a tendency to crowd out the pure science?

Dr. MACALLUM: If you bring an industrial research problem into a laboratory it monopolizes all the attention of the place. Its importance is enhanced, because it is going to have immediate results, if successfully solved. The students themselves form a wrong estimate of the value of it, and in consequence they are inclined to disregard fundamental research. The problems themselves and the solution of them are of ephemeral value in the majority of cases. The problems change and new methods arise. In the last forty years the processes and methods of industrial chemistry have accordingly been greatly changed. Methods used thirty or forty years ago have been discarded. On the other hand the problems in pure or fundamental science, if they are successfully solved, give results which are of permanent interest and value and may open new points of view of special industrial importance. To illustrate this fact I may refer to those, for example, of surface tension. This is the force that operates on the surface of liquids and causes drops of fluid to assume a spherical form. A drop of water or of molten lead or of mercury is spherical because of the surface tension. Associated with or contributing to surface tension are forces and processes which are of the utmost importance as scientific principles but they are not as yet sufficiently investigated. They are used now crudely and empirically in the flotation process in mining in the separation of the ore from the gangue or useless siliceous matter and

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other matters mingled with the ore. Attempts have been made to improve this process but not by any fundamental research which goes back to the general principles themselves. There are a large number of experts engaged in the flotation process of separation who do not even recognize that surface tension is involved and in consequence any improvement that they seek to find is sought for only empirically. A thorough understanding of what is involved in these processes might greatly shorten all efforts at the improvement of them and might lead to a revolution in many other processes than that of flotation for surface tension or, as it is sometimes called, capillarity, is of almost universal prevalence in the physical world. A thorough knowledge of it is, therefore, indispensable in all industrial processes where physical and chemical laws operate. Now industrial research, dealing with this, does so only empirically and results in merely temporary or ephemeral gains and improvements while fundamental research, if carried on in surface tension, may, in one discovery, affect the whole industrial field ultimately.

Mr. THOMPSON: The laws of which are a continuing factor?

Mr. MCCALLUM: Yes, eternal.

Mr. THOMPSON: The application of them changes from time to time?

Dr. MACALLUM: Yes.

Mr. SHEARD: Are these proposed functions, as set out in this memorandum you have produced, in absolute and perfect accord with those adopted by the Bureau of Standards?

Dr. MACALLUM: From (a) to (d) are the functions exercised by the Bureau of Standards, of course not all in equal importance, but they are all exercised in some one respect.

Mr. SHEARD: The Bureau of Standards has done splendid work which has not interfered with the researchers, and if there be any radical differences here I would like to have them explained.

Dr. MACALLUM: I desire to speak with some reserve on this point, but my own impression is that the function listed from (a) to (d) are fulfilled by the Bureau of Standards in greater or lesser degree.

The CHAIRMAN: While we are on that point, I refer to pages 32 and 33 of this volume called "Science and Industry" which was a report issued for the English Advisory Council. It there sets out in quite succinct form the functions of the Bureau of Standards on both sides. On page 32 is the Bureau Standard side, and on page 33 the Mellon side. It gives the names of the associations with which they co-operated, etc., I think it is worth the committee's while to look at both those two pages, as it is in a sense an official document.

Dr. MACALLUM: The Research Council sympathizes with the universities and appreciates the work they do under great difficulties. It desires to see them play their part in the reconstruction of affairs that must obtain if Canada is going to carry the burden of debt now imposed on her as a result of the war, but they can only do so if they foster research in fundamental science as their main work. It would therefore be a mistake for the Council to approve of any proposition that would divert them from that duty, as it believes that the introduction of industrial research on a large scale would prevent them from doing what should be their proper work, which is the training of Scientific Researchers for Canada.

Mr. THOMPSON: Have any of our Canadian universities given full post graduate courses in science?

Dr. MACALLUM: Two only, and each partially. Toronto and McGill. Queens does not give the post graduate degree, except in the Department of Philosophy.

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Our universities should endeavour to get the resources which will enable them to carry on graduate work and research. To be unable to do this and have industrial research imposed on them is to put a great handicap on them—research in fundamental science should be their chief function which is a part of education. I do not of course exclude the possibility that it may be expedient here and there to place industrial problems for research in the scientific laboratories of one or more universities. The Council's proposal would not make it compulsory for the industries to send their problems to the National Research Institute. There must be freedom allowed on that score. The Council, however, would not make any provision in its recommendations for forcing industrial research on the universities.

It has been said here, as it has been said elsewhere that if this National Research Institute is founded it will deplete the universities of their men. I said on the last occasion that the Canadian universities should endeavour to produce researchers as the American Universities are doing. There are ten American universities that have graduated 300 researchers annually for years before the war while there were not more than 20 of such turned out in the last 15 years in the Canadian Universities. They will turn out fewer of such if they give themselves over to industrial research.

Mr. SHEARD: Do you not think that if the money were given to the universities there would be very great danger of it being divided up and diverted into many channels so that it would be eaten up and no results obtained practically?

Dr. MACALLUM: Yes, there would be an orgy of expenditure, and there would be very little to show for it in the end. This would be shown if you had before you some of those who have had experience of the result of provincial aid to the universities. The Hon. Mr. Fielding, for instance who was Premier of Nova Scotia in the early "eighties" and who abolished grants to the universities of Nova Scotia in 1882, would indicate to you what would probably happen if the Dominion began aiding universities throughout Canada. You would have a force then set in action which would be difficult to curb or control.

Mr. WHIDDEN: How many American universities are carrying on industrial research work, if any?

Dr. MACALLUM: There is, I understand, some research along the engineering line carried on in the University of Illinois; there is a little carried on occasionally in the other universities. The Case School of Applied Science in Cleveland allowed industrial research to be carried on for some years in its laboratories, but the governing body and the faculty found it was so embarrassing in its effects on the work of the staff that it finally excluded industrial research almost entirely.

Mr. SHEARD: Take Yale, Harvard, Princeton and Columbia, four typical American universities, what do they do along that line?

Dr. MACALLUM: In Harvard, Yale, Princeton, John Hopkins, Cornell, industrial research is not carried on. As to Columbia I cannot say definitely. It has an engineering school, in which some research on industrial engineering problems is, I am informed, pursued.

Mr. SHEARD: What about chemical research, do you include that?

Dr. MACALLUM: Chemical research, as directly related to industries is industrial research.

Mr. SHEARD: I understand that, but original research work; for instance the extension of the knowledge of explosives. I do not know whether they are doing any special laboratory experimental work with that idea in view in connection with those four institutions I have mentioned.

Dr. MACALLUM: No. I should be glad, gentlemen, to offer some observations later on, if it is the desire of the Committee, but I would suggest that you now hear Professor Mackenzie.

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The CHAIRMAN: Does the committee desire that Dr. Ruttan should take up again the subject that has been under investigation and which enabled the Advisory Council to reach this decision? You have not touched on that this morning except in a very general way, and as I understand it, it is a decision that was not arrived at without making certain definite inquiries.

Dr. R. F. RUTTAN, M.A., Director of the Department of Chemistry, McGill University: Mr. Chairman and Gentlemen, I have had the misfortune to follow Dr. Macallum on a number of occasions and I found that in his addresses he has the habit of thoroughly threshing out the subject before it came to my turn to say anything. I find that he has done so in this case, nevertheless I may be able to give the committee some information in regard to the matters he has brought before you. My duties and activities on the Advisory Council have been very largely in connection with the problems and questions involving Chemistry. I am Chairman of the Associated Committee on Chemistry of that Advisory Board, which is composed of chemists representing every part of the country, and chemists also representing all the large universities in the country. We have met twice, once last year, and then a few days ago. At these meetings at which the majority of the chemists composing the committee attended, coming from the Atlantic to the Pacific, we have taken up a large number of industrial propositions involving the utilization of waste material, and involving the development of the chemical industries in the country. We took up last year several very important propositions; one was the introduction of duty free alcohol for the development of industries requiring that chemical for various purposes, and the lessening of the inconvenience and the red tape associated with the manufacture and distribution of methylated spirit. We found that, for instance, it was necessary for anyone who wished to obtain a barrel of methylated spirits to buy that in Ottawa, the alcohol is methylated here, and then sold. There is, therefore, only one place in Canada where methylated spirits can be obtained, so that if anyone in Vancouver wanted to buy a barrel of methylated spirits he would have to get it from Ottawa, although at a distance of a very few miles away, in New Westminster, there was a distillery where the alcohol was distilled, that, technically, had to be shipped to Ottawa to be methylated and shipped back. That is just an illustration of one of the things we ferreted out in connection with chemistry, because that should be remedied. We brought these matters up and had a bill drafted which was distributed recently to the House, and is now being held up for some information. We advised the Research Council to study the value of the waste fish and fish waste of the Dominion, and how it could best be utilized. We found that there were approximately 250,000 tons a year of waste fish and fish waste of which probably 150,000 to 180,000 tons were available for manufacture into fertilizer, or into stock food and poultry food. Our representative chemists in British Columbia and Nova Scotia made extensive investigations. They corresponded, as I did also as chairman, with the large fishing interests, and we obtained their opinion first as to the amount of fish waste that was available, and secondly, whether they would be interested in having an industry established for the utilization of this waste. We got most encouraging answers from nearly all the fishery men, and subsequent investigation went to show that the Conservation Commission had already looked into this matter as regards inland fisheries, and had employed Mr. J. B. Fielding to make some simple experiments on Lake Erie on a small scale. Owing to inadequate equipment, and to want of time, very little was accomplished. The results were not satisfactory either to him or to the Commission. He is, however, a recognized expert in this field and the only one we had in Canada in connection with that work, so he was asked by us to make a port survey of Nova Scotia and New Brunswick, and report. He did so and at Canso, at Grand River, Gaspé, and one or two other points, found that it would be economic to establish units for the manufacture of foodstuffs for cattle, hogs and poultry, as well as of fertilizer from the fish waste. A number of other places were out of the question because the material was so scattered that it would not pay to

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collect it. Thus we succeeded in crystallizing the matter. We obtained the exact figures, and we were able to present to the government a statement that with a grant of \$50,000 we would be able to establish a demonstration plant which would show the fishermen on the one hand, and capitalists on the other, that there is a profitable industry to be built up from fish waste. This matter was brought before the Department of Marine and Fisheries and the Food Commission by the Council and it was submitted to two or three other Commissions all of which agreed that it was a magnificent idea; but that was as far as we got. We went before the Committee on Reconstruction, and it was discussed by them but they could not even give us permission to use \$50,000 of our own money, with an opportunity of returning it. It was in 1918 and this matter looked very small compared to the great war problem. In the meantime, we had been doing a good deal of publicity, and investigation, and we are still receiving letters from places throughout Canada asking about the utilization of fish waste. Mr. Fielding, Mr. Meyers, of Woodstock associated with some others from Western Ontario and Nova Scotia have established a company now and have put \$100,000 into the industry for machinery alone. They have obtained from the government one of the lobster hatcheries, at Canso and the first factory is practically established. I am pleased to inform you that this important industry has been recently launched through private enterprise. I could point out a number of other industries that we have attempted to develop. Take for instance, the manufacture of ethyl alcohol from waste sulphite liquor. We investigated that. The research work in connection with it was in part carried on in my own laboratories, and we demonstrated that the waste liquors from the sulphite pulp mills of Canada was just as valuable, for the production of alcohol as the sulphite liquor which is produced and used in the United States and Sweden for the same purpose. Everything was arranged for this matter to be taken up by two of the larger mills in Canada. They spent a great deal of money in investigating it from a business point of view going into the matter most thoroughly, and they were able to satisfy themselves that they could produce alcohol at from thirty-two to thirty-five cents a gallon, that is ninety-five per cent alcohol, and could enter into competition, and active competition, with the alcohol which is produced from grain or molasses and other waste products. Our object in bringing this matter forward was to try to prevent the utilization of foodstuffs for the manufacture of alcohol. We found out the quantity of alcohol that is used for industrial purposes in Canada, and we came to the conclusion that all the alcohol necessary for industrial purposes in Canada could be made without using an ounce of foodstuffs. From such sources as sulphite liquor waste, blackstrap, i.e. waste molasses, or wood waste, we found it would be possible to manufacture all that would be required at a comparatively low rate. From the sulphite liquor waste in the St. Maurice Valley alone, we estimated that it would be possible to supply all the industrial alcohol that is used at the present time in the country for purposes other than those of explosives. Further development of this industry depends upon the size of the market for industrial alcohol which can only be estimated by removal of the excise duty. This same Committee took up the activities of another branch which I think has been touched upon by Dr. Macallum, and brought forward the idea of establishing a chemical census in Canada, that is a census of all industries which are chiefly concerned with chemical processes in connection with their activities: so that the manufacturer of one product would be able to know what the waste products of another manufacturer were. He would be able perhaps to find a market for his own by-products and know what materials are manufactured in Canada. That census is in course of preparation. It being prepared from the Bureau of Statistics with the assistance of the Associate Committee of Chemistry and the Society for Chemical Industry in Canada. This Associate Committee of Chemistry has also been very active in bringing together and unifying the chemists of Canada. At a meeting held

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not more than three or four days ago in Montreal, all the chemists, from the Atlantic to the Pacific, formed themselves into an association to be known as the Chemical Institute of Canada, an organization which I think will have far reaching effects in bringing about co-operation in chemical research work throughout the country. We have been very glad to be one of the prime movers in this connection, because there was a possibility of two or three different chemical organizations being established in Canada which would be more or less antagonistic and which would not have led to that friendliness and co-operation in a branch of science that is very essential to scientific progress. Dr. Macallum has referred to the activities in connection with the assisted researchers. I understand he has gone into it very thoroughly. I am also chairman of the committee, and we were rather disappointed at the number of men who came forward in answer to our request for problems. There were very few. It was one of the most disappointing features in connection with our work. This was due very largely to the great research activities in connection with explosives and munitions. Industrial research was put in the background for the time being. We expect to have more applications in the future. We have had a number of applications, some of them perfectly impossible, of course. We have been accused of being arbitrary in connection with granting these sums of money for assisted researching, and in case that statement is made, I would like the committee to know exactly how we proceed in that connection. There is a committee of the Advisory Council consisting of four members, and an application for assistance in connection with research is sent in.

The CHAIRMAN: Is this a studentship or a fellowship?

Dr. RUTTAN: No, assisted researchers for others than students and fellows. A man says he has a possibility of developing a process or preparing a useful product along a certain line, and wishes to continue. It will cost him a certain amount for assistance and materials which he cannot afford. That proposition is brought before us. It is manifolded and sent to each member of the committee. Each one replies, and then if necessary experts from the outside are consulted in connection with this proposition, and decision is reached for or against his proposition, after the report has been considered by the whole council. The general question of research has been so thoroughly gone into by Dr. Macallum that I think very few words, or a very short synopsis from me is all that will be necessary. The first object of the Advisory Council was to create a background of public opinion throughout the country which would appreciate and support the idea of research in general, and especially of industrial research. This we carried out by the publicity in connection with the scientific and other publications of the country, and also through addresses given in cities at the various Canadian clubs, boards of trade and labour organizations, etc., throughout the country. We succeeded in stimulating interest in the universities, the various scientific and technical organizations throughout Canada, if anything we overdid it, so to speak. We created so much interest that there has been an active controversy as to the details and as to the best way to carry out research. So that we felt that to carry conviction to every class in the community, from the universities to the labour organizations, it was necessary to bring forward some definite and workable plan or proposal. To formulate such a plan was no easy matter. We made a careful study of the literature—and I can assure you that the literature on the subject is enormous for the movement is a worldwide one. We looked into the work that had been carried on in Great Britain, in France, in all the colonies, and in the United States. All information on this subject that came into the Advisory Council was manifolded and distributed to each member of the Council, was read and discussed at our meetings. In addition to that our Chairman, Dr. Macallum, visited Washington alone, and afterwards we went as a deputation of five, and visited New York, Washington, Phila-

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delphia and Pittsburg, spending one day at the Mellon Institute. There was a lot of research operations going on everywhere and we saw many of them. While in Washington and Philadelphia, we met the majority of the leaders of organized research in the United States. We conferred with them as to the best methods of developing research in Canada. Many of them said that they wished they had the clean sheet that we had, because in the United States organization of research was complicated by the number and variety of industrial and scientific research organizations now existing. It was impossible to unify and organize them so as to prevent overlapping, duplication and friction. Probably one of the greatest authorities, Dr. Stratton, the head of the Bureau of Standards, stated that if they could begin again they would have the one central organization instead of having a geophysical laboratory, a chemical bureau and numerous other laboratories, as well as the Bureau of Standards and research institutions in connection with the Department of Agriculture and the Department of Food, all doing research in an independent way. One national organization for research, in addition to the departments of the United States Government, doing routine scientific work, would lead to the best results. We found that this was confirmed by a number of others at the various discussions that we carried on.

The first problem in any step in developing research in Canada and the one I am more intimately associated with, probably more than any other, is to find and develop the men i.e. to breed researchers. The universities must be the source, not only the main source but practically the only source, with perhaps advanced technical institutions, such as we have not got in this country. We must look to the university for men who are capable of advancing knowledge in connection with the industries and scientific research generally in the country. They require special training. The university turns out graduates in the various departments of science, who go through a prescribed course of four years, and during that course they receive careful instruction and a certain amount of training. They are informed regarding the facts and theories of their particular branch of science, and they receive a certain amount of laboratory training in the different departments of experimental science. When these men finish they receive a degree, which, in the public mind, establishes them as men who are capable of carrying on the service. That is one of the most unfortunate things for the country. The popular idea is that because a man is a B.A. with honours in chemistry or physics, therefore he is capable of carrying on research. This is unfortunate because the manufacturer is discouraged by the failure of his chemist; for instance, to realize his expectations and it is quite unfair to the universities. The undergraduate, during his course, is absolutely dependent upon the instructions of his teacher and text-books and his laboratory guides for his work. As a student there is so much to learn, and the time is so short that it has been the experience of the universities that it is impossible to do much in the way of broad education and fundamental training in research during the period of four years. The Advisory Council recognized that it was necessary to have post-graduate study working along definite lines of research, that research being of such a character as to give broad knowledge in fundamentals in the particular branch to fit a graduate to undertake responsible industrial research. The object of this graduate training is to throw the young graduate on his resources for the first time; to teach him the use of the means at his disposal to get results; how to find things in the enormous mass of literature which is available in every branch of science. It takes the best part of the first year of graduate training to get a man to find his way about in the literature of his subject. I need not go into the details but I can assure you that it is something very difficult to attain a sense of responsibility in his observations. If a student goes wrong in a bit of work in the laboratory the error is soon discovered and rectified; if he goes wrong in one of the steps of research he is probably going to ramble a long way afield before he finds his way back. Hence he finds out the advantage of being

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extremely careful in his observations and the responsibilities connected therewith, which he never feels as an under-graduate. And then another point is that, when they leave the lecture rooms and go into research work they come to appreciate how important it is to disregard authority, to take nothing for granted but to be independent and to think for themselves. That is one of the most difficult things to instil into one of our young men who has just graduated, some never acquire it and fail as researchers. And then there is originality; of course this is new to him. He has to meet new conditions unassisted, he will thus acquire mental dexterity as a result of experience. Now, gentlemen, this is rather pedagogic in tone but I have taken this up to point out to you that the technique and mental attitude necessary for research are not easy to import to the young graduate. These qualities cannot be fully acquired by working along a narrow field of research and concentrating his effort on getting a so-called practical result. They are obtained if at all when he tackles a fundamental problem that involves the necessary use of wide technic and a knowledge based upon three or four of the subjects with which he has been connected during the early part of his career. In other words it is the universal opinion, I think I am right, of those who have had experience in conducting a graduate school that the broad fundamental problem is the only one which leads to first-class results in the way of training. I do not know whether you know that we have 12 men engaged in research in my department at present engaged on problems in biological chemistry, in physical, organic and enzymic chemistry. The five young graduates are working at problems which are not necessarily economic or industrial but many of them are such that the results are not only of scientific value but may soon lead to something of economic importance. Not only are the professors in charge of research in our own universities convinced of the value of academic research, in preference to industrial research, but those in charge of the large industrial research organizations have come to appreciate that the best men they can get are not the men that have been trained along their own line, but the men who have broad university training. A very remarkable example of that was quoted at the last meeting of our associate committee on chemistry by Dr. McIntosh, of British Columbia, who is in very close touch with industrial research in the United States, and who saw a list of applicants, some 12 or 15 in number, for the position of research chemist in connection with, I think it was, a company on photography. Many of these men had already done research work on photography, other men had received training on branches of science bearing on photography, and Dr. McIntosh asked "Which one did you select?"; "I selected this man at once" was the reply, and Mr. McIntosh inquired "What has he done?" The reply indicated that he had spent three years in studying where crystallization commences in a saturated solution. Could anything be more thoroughly academic or apparently useless than such work as that? yet this man of experience in conducting a large research institution selected the candidate who had no previous experience in that particular line. Why? Because of the training this man had to go through in order to get the results he had obtained was far better than industrial work on subjects immediately kindred to photography. Let me cite a case in one of the great industries in the West where they had been depositing zinc by an electrolytic process. It was found when a certain ore from a new mine came in the solution which was made up of from 5 to 7 per cent the zinc would not deposit. They tried different strengths of current without any result, and they tried different strengths of solution but the zinc would not go down. A very careful analysis of that ore showed that there was about a ten-thousandth of one per cent of nickel and cobalt in it which was not in the ores they had been using. Now, any one who knows anything about analytical chemistry knows that you cannot by ordinary economic processes get rid of one ten-thousandth part of one per cent from zinc. But fortunately in that laboratory there was a man who knew nothing about zinc, and nothing about cobalt and nickel except

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that in a very general way he knew the principles of analysis; but he happened to know something about the absorption and of surface energy to which Dr. Macallum referred. So he asked himself, what can I throw down here that will pick up this trace of cobalt and nickel and carry it down, and by a process of precipitating one of the other constituents of the ore the one ten-thousandth of one per cent was removed from it by colloidal action and that ore became ordinary, and that mine became workable. That was done through the kind of work that is laughed at by the average industrial chemist as so absurd that it ought to be relegated not to chemistry but to a field of science where scientific imagination plays the chief part. I could multiply these examples by a great many others, but I would like to point out that these are serious difficulties in the way of the universities turning out trained researchers. We have not in Canada enough of the men who are necessary for the development of industry. To obtain them our universities must be more richly endowed with facilities, with equipment, and with men, chiefly men, because equipment is of comparatively secondary importance in a great many branches. It is more important in physics than in chemistry, and after the universities are more fully equipped we will be able to send out the required number of well trained men. The universities must receive money from somewhere. Dr. Macallum has explained, and I wish to heartily endorse what he says, that it is not practical to supply money to universities with a general remit that it is to be used for research purposes. In the next place—and I speak with knowledge in regard to this point—it is almost impossible for the head of a department engaged in research to confine the money which has been given to him to assist research to that particular work. The demands for teaching are so great; the demands for organization are so great, that that money must invariably, directly or indirectly, be applied to uses other than those of pure research. It is almost impossible to prevent diversion of the money. The universities must get special endowment in connection with research, and it would with much better grace come from the public, from those who support the universities, or from the provinces, than it would from the Federal Government, there are so many universities, eighteen or twenty as Dr. Macallum has pointed out that would apply for this grant. With the view of assisting in this research and graduate work we have established fellowships, scholarships, studentships, and recently bursaries, the object being to help the universities to get the men. But the universities must supply the money for the training. I think that the universities in Canada will this year have more students to train in research than they can possibly look after, and this is only, as we hope, a beginning. An arrangement has been made by the Advisory Council to establish a travelling fellowship in memory of the late Sir William Ramsay, so that we may be able to send one man to England each year for special training along the line of chemistry. What are the inducements for graduates to take on this special and advanced training? Some years ago we could not advise graduates to take up research as a life's work. There was no market for that type of man practically in Canada, and the market in the United States was comparatively small. The best of the men went to the United States, and we got none. Now there is a different state of affairs. In Canada there is a market for a large number of well trained men. I will give you one example though I could give you others. One of the biggest industries in this country is the manufacture of paper and pulp. We have an enormous capital invested in that industry. There are mills all the way from Labrador to British Columbia. Do you know how many Canadians there are in charge of the expert work in connection with these mills? There are only two; in fact there was only one until quite recently when another one was appointed. We have not trained the men, with the result that those in charge of the technical work, especially the chemists in the larger mills throughout Canada, come from Norway, Sweden and the United States. We have only one, or perhaps two, who are Canadian graduates. The question of how research should be carried on in larger industries is comparatively easily settled,

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because the manufacturers are all alive to it, and the paper and pulp and other large industries are asking for help. They want the men. The Shawinigan Falls Company have recently established a research laboratory to deal with four or five of their large industries there. They searched Canada with a view of finding research chemists and physicists. They have one temporarily from my department, and there are two others who are in secondary positions and they will probably be obliged to go to the United States to get their head men in chemistry and metallurgy. Dr. Macallum has taken up the question of the formation of guilds as a method of bringing about research in the smaller industries. It seems to me that we are justified in expending money in that way, and chiefly, and best of all, through the research institute. It seems to me just about as fair to ask a farmer to make researches regarding the best kind of wheat to grow on his farm or the best fertilizer for his soil, as it is to expect a small manufacturer to go into research in connection with his particular industry. The Government aids the farmer with a good liberal grant through the various experimental farms, and the Government should also, in my opinion, help the industrial organization, which is working in a small way, and the best way of carrying that out in my opinion is by means of a central organization, which will supply to the expert connected with a guild the necessary laboratory accommodation and equipment, and charge only a moderate rent, or none at all, for the use of more elaborate apparatus, the guild simply paying the expenses of the technician. This is the plan of the Mellon Institute at Pittsburg. That matter has been thoroughly gone into by Dr. Macallum, and I will not take up any more of your time on that subject. I would like very much at some time or other, if you deem it necessary, to go into other phases of this question, particularly in connection with the relative value of industrial and scientific research in university training.

The CHAIRMAN: You spoke of your deputation going to the United States and your investigations there. Do I understand that the university side was gone into? Was there some one to speak on behalf of the idea that universities are the proper place for industrial research?

Dr. RUTTAN: As I remember at these meetings in Washington both sides were pretty well discussed. We had with us a strong champion of the university side of the work, a member of the Advisory Council, namely Dr. Kirkpatrick, of Queen's University, and he brought up the question at every meeting and on every occasion, and he occasionally received a certain amount of support, but the general consensus of opinion was that research should be organized and centralized when applied to industries for industrial purposes, and in the universities to be carried on chiefly for scientific purposes. Dr. Carty, a great authority in connection with telephone work in the United States, was strongly in favour of the Central Research Bureau, and of training through abstract science in universities.

Mr. THOMPSON: Have we facilities in our Canadian universities for housing departments for industrial research?

Dr. RUTTAN: Not at present. Industrial research or industrial investigation develops from ordinary laboratory investigation in this way. It passes through, you may say, three stages. First, there is a small scale carried on at the laboratory bench or in the laboratory glass with materials of that sort, and if this preliminary investigation is not still-born there it passes to another stage which we call the semi-commercial stage, and there is where the mortality is highest, and then it comes to the commercial stage afterwards. Universities are not equipped to carry on the intermediate stage where the value of processes are actually proven—the semi-commercial stage. That can be only carried on with advantage in association with a plant or such an institution, as the Mellon Institute or the Bureau of Standards in Washington or a central research institute.

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Mr. THOMPSON: Suppose a central research institute were established here in connection with the Bureau of Standards dealing with the plan you suggest, would that organization give a field for our post graduate men to operate in which we have not now?

Dr. RUTTAN: Yes, it would be one of the prizes to be sought for by our graduates. It would give an opportunity of keeping advanced scientific men at home. We would expect that the men who pass out from the university laboratories well skilled in research would be taken up by the research institute, and then drafted from the research institute into the various industries.

Mr. THOMPSON: One was mentioned particularly in regard to science, and the pulp industry was referred to. It might be possible, through the Central Institute to obtain men who would be capable of doing research work in these industries.

Dr. RUTTAN: Yes. You might get special research men in connection with paper and pulp, but better from the Forest Products Laboratory if that is once more put on its feet by being properly staffed. The training there should begin after graduating from the university, after having received a general scientific training, specializing on the paper and pulp industry and applying their fundamental knowledge to this industry, you could expect to get valuable men. The great trouble with pulp and paper in Canada is, not the quantity we are turning out—because we are turning out a tremendous lot at a big profit for the country—but that we cannot compete in the export trade with the highest grade of pulp made in England and Sweden until our pulp is many degrees better than it is to-day. That is thoroughly well recognized, while our mills are turning out a good commercial grade of pulp, authorities on this question of paper and pulp, agree that the quality of paper and pulp they are turning out is vastly inferior to the more valuable high grade paper and pulp which they produce in England, Norway, Sweden and the United States; and the reason is that they cannot obtain university men of sufficient skill and scientific training in pulp and paper technology. It is our hope to be able to provide them in the near future.

Mr. THOMPSON: We have the wood for making the finer quality of paper. It is merely a question of technique.

Mr. WHIDDEN: Why should not the pulp and paper manufacturers establish their own industrial research laboratories as they do in the States? There are small concerns in the States conducting industrial research for the sake of their own business.

Dr. RUTTAN: The paper and pulp industry was prepared some time ago to unite and contribute a liberal amount each year for the maintenance of research in connection with that industry. They could not come to an agreement with the Government in connection with the conditions under which they were to use the forest products in the laboratory in Montreal. They considered employing two or three experts for research in pulpmaking and paying them proper salaries not two or three thousand but five or six thousand to high class men to carry on the research work. It seemed impossible at the time to come to a satisfactory arrangement with the Government regarding the use of the Forest Products Laboratory.

Mr. THOMPSON: I would like to ask you as to whether we are doing anything in the way of utilization of waste products from our saw-mills, particularly sawdust?

Dr. RUTTAN: A great deal of work has been carried out of a preliminary character in that connection. The Chemistry Committee reported on a process which was brought out by a Mr. Tomlinson, and which is now being utilized in the United States in the manufacture of ethyl alcohol from sawdust by a certain process of hydrolysing it with acid and getting alcohol from it. If that process had been going on during the war, at the high prices which were paid for alcohol, it would undoubtedly have been highly profitable. The success of that process depends upon the length of the season and the amount of available raw material at a very low price. Alcohol can be made

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at about twenty-five to thirty cents a gallon from sawdust, and one cord of sawdust, or one ton of sawdust will produce about four and one-half gallons of 95 per cent ethyl alcohol, and yet it does not seem possible to apply that in Eastern Canada, because the season is too short and the cost of transporting the raw material is too great. Sawdust must be delivered into the hopper at fifty cents a ton in order to produce the ethyl alcohol at a rate of twenty-five to thirty cents a gallon. That process has been carried on in Louisiana, and they have produced 4,000 gallons a day. It is being carried on in Georgetown, North Carolina, at the Dupont Powder Company, 2,000 gallons a day; both of these propositions were established by Mr. Tomlinson. The only attractive field for this industry in Canada is British Columbia, and I am in hopes that the time is not far distant, if there is a market developing for industrial ethyl alcohol on the Pacific coast, or near there, that we will have a profitable alcohol industry from wood in British Columbia. There is plenty of material near at hand and the season lasts for twelve months; it is only a question of transportation of the alcohol to a market.

Mr. THOMPSON: Having in mind the gradually increasing cost of gasoline, and also the increasing use of gasoline, I would like to ask Dr. Ruttan, if in his judgment, a market could be created here that would be commercially profitable for the making of industrial alcohol from sulphite or distillation of wood, or other waste products?

The CHAIRMAN: With an internal combustion engine?

Mr. THOMPSON: Yes.

Dr. RUTTAN: Ethyl alcohol at present is too expensive a material for internal combustion. I have forgotten the name of the mixture which is now put on the market by the industrial corporations of the United States. It corresponds with another product which is called alco gas, which consists of about 40 per cent of ethyl alcohol, a small quantity of ether, some common petroleum and some benzine. I do not recall the exact proportions and this material is now being supplied by the Industrial Alcohol Trust in the United States, at prices that compete with gasoline, viz., at about twenty-two or twenty-three cents a gallon. They claim that they are not losing money. So that it looks very much as if some of these mixtures in which alcohol plays an important part will soon be used in direct competition with gasoline.

Mr. THOMPSON: Is acetone used in the manufacture of other things besides munitions?

Dr. RUTTAN: Very little, except as a solvent.

Mr. BELAND: Is the mixture you refer to as efficacious as gasoline for motor use?

Dr. RUTTAN: It is claimed to have properties identical with that of gasoline, with this exception that it cannot be used in cold weather. There is too much heavy oil, too much benzine in it, and it cannot be used in aeroplanes for the same reason, but they are now devising a mixture containing more ether and less benzine which can be used in aeroplanes.

Mr. THOMPSON: You spoke about black-strap being one of the sources from which alcohol could be made. Do we produce much of that?

Dr. RUTTAN: No, we produce very little. We have the sweet waters from the sugar refineries, but we have to import this black-strap. The black-strap is the molasses left from crystallized sugar in Cuba in the West Indies and Louisiana. Before the war, before the demand for alcohol arose, this black-strap from Cuba was used as fuel. The molasses was run out into a huge pond and allowed to evaporate in the sun until it became thick enough to be put into the furnace with a spade, and then it was used as a fuel for the furnace, they were delighted to obtain 2½ cents a gallon for molasses that had over 50 per cent of fermentable sugar; now that is worth 15 cents a gallon.

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An hon. MEMBER: I understand that a by-product of the coal tar gases of Nova Scotia has been developed which they are using for their automobiles.

Dr. RUTTAN: There is a by-product from coal tar distillation where recovery ovens are used which could undoubtedly be substituted for gasolene.

The Committee adjourned.

WEDNESDAY, May 21, 1919.

The CHAIRMAN: Dr. Ruttan, who was here yesterday, is with us again to-day, and I should like to ask him a few questions that I noted down in the course of his remarks. The first is, you emphasize, Dr. Ruttan, the need for the universities finding assistance in the matter of pure fundamental research. I would like to get your idea as to where that assistance should come from.

Dr. RUTTAN: Pure research should be part of the regular system of education in a well organized university. It is graduate instruction and graduate training, in counter distinction to the ordinary student's education. It therefore comes under the head of education, and it is a dangerous thing for an organization like the Honorary Advisory Council, connected as it is with the Dominion Government, to subsidize a form of education which really belongs to the provinces. Research is a different thing, but the training in the university which is brought about by research is educational; and I think the aid to that should come from the provinces, or from private donation, and not from the Dominion Government. I can assure you, sir, that there is nothing personal in this. I would rather have for my own Department a liberal grant to aid in training for research, but as a member of the Advisory Council I would certainly not feel justified in voting for it.

The CHAIRMAN: Something was said about the necessary equipment for research in the universities, and for industrial research. I think it would be well perhaps if you would explain a little more elaborately, the difference, if there is a difference, between the respective equipments necessary for these purposes.

Dr. RUTTAN: Speaking for chemistry, the equipment for research work on academic lines is comparatively inexpensive, once a university has been properly equipped with the fundamental apparatus for exact measurement. In industrial research, the preliminary steps, the bench work, is not more expensive than academic research. But the semi-commercial school in which all industrial research must be carried on requires a great deal of space and very expensive apparatus and equipment.

The CHAIRMAN: You were asked, as I recall, whether it was not perhaps the duty or function of the larger industries in Canada to establish research laboratories. Can you tell us what has been the result of following that course in the United States in the larger industries?

Dr. RUTTAN: As Dr. Macallum has stated, they have established a large number of laboratories, costing anywhere from \$50,000 to \$500,000 a year in the larger industries, and, of course, the result of that has been to put an immense amount of power in the hands of these large industries. They are bound to go ahead more rapidly than the smaller industries, and very often they acquire patents and secure processes ahead, and keep them locked up for future use; so that in the event of any of the smaller industries making an advance they can realize those processes and continue to hold their own. At the same time, it is a very difficult question for the

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country as a whole to decide whether it is in the interests of the development of the country and of the increase of its riches. One of the large corporations, such as developed in Germany and such as are now being developed in the United States and in England, would not aid very largely in increasing the resources of the country. At the same time, it tends to monopoly.

Mr. NICHOLSON: Is there not a very great possibility in that connection where large industries develop and secure processes for the more economical use of potential wealth, that in order to protect an obsolete process they might lock up the new processes and prevent their development?

Dr. RUTTAN: That has been known to occur.

Mr. NICHOLSON: I have in mind one instance where it is said that one large institution in this country has secured the patents on a process, and has simply tied it up in order that the investment they had made in a more or less obsolete process may be protected against the use of a modern or more highly developed process doing the same work, and the result is that the country as a whole is losing to that extent.

Dr. RUTTAN: I can imagine that that might occur, but I do not know of any examples myself.

Mr. MCGIBBON: It could only occur in cases where it would involve enormous expense to turn over from one process to the other?

Dr. RUTTAN: Where it would be more economical to keep to the old process with their equipment and plant than to tear down the whole plant, rehabilitate it and begin a new process.

Mr. MCGIBBON: I gather that your idea of solving these possible difficulties is for this research work to be done by the Government, that the research should be conducted by the Government instead of by corporations.

Dr. RUTTAN: The development of research and scientific organization in the smaller industries should be helped by the Government; that is my position. It should be helped through such an organization as we propose, namely, a central research institute, with its associate departments corresponding to the Mellon Institute, and so on. The larger and wealthier organizations can be trusted to recognize that research pays, and they would be perfectly willing to establish their own research laboratories. But to give the smaller manufacturer an opportunity to compete, the Research Institute would play a very important part in the development of industries in Canada.

The CHAIRMAN: If there are no other questions we will excuse Dr. Ruttan. We have with us to-day Dr. Mackenzie, President of Dalhousie University.

Dr. A. S. MACKENZIE: Mr. Chairman and Gentlemen: it is a little difficult to know where to begin on this matter; as doubtless Dr. Macallum, whom I did not hear in his early remarks before the Committee but whose supplementary statement I did hear yesterday, and Dr. Ruttan have covered the ground pretty thoroughly. I shall therefore try to be brief. First, I shall give a résumé of how I came to the conclusions that have been voiced by the Council in general in the proposals which they laid before the Privy Council, which will cover some, or most of the arguments, and later deal with one or two other points. I have no doubt that Dr. Macallum made very clear to the Committee the need there is for research facilities in Canada. I have no doubt that he made it quite clear that Canada is almost unique among countries in the lack of facilities of this kind. If we take our population as 8,000,000, and compare Canada with any of the other countries having a somewhat similar population, such as Portugal, Spain, Holland, Belgium, Denmark, Sweden, Finland, and even some of the South American countries, we shall find probably that we are the only country that has not at least one university where a student can go for a full

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graduate course in almost any department, and that probably Canada is the only one of these countries that has no adequate university or Government research facilities. Therefore, as a nation we have very little to be proud of with regard to our standing in what might be called the most advanced regions of educational work, in which I include, naturally, research. I think that that statement is not too strong, namely, that as compared with other countries, though we very much dislike to rank ourselves below them, we lack to a very striking degree those institutions, whether universities or research institutions of any kind that a country should possess. So that when this Research Council was formed, and we were given by Order in Council the problem of how to improve and encourage and advance scientific and industrial research, we realized that the task was a tremendous one. The whole problem has to be undertaken from the beginning in Canada where there are no universities properly equipped for research nor any institutions worth speaking of devoted to research in the larger sense. Probably we ought not to find too much fault with ourselves for this condition of things. That we have no one university thoroughly equipped and staffed for complete study and advanced work in all directions is probably due to the fact that our educational system is provincial, and not federal. If we had education as a federal problem, I have no doubt, that the natural and proper pride of the people of this country, as expressed through its federal Parliament, would have shown itself in the erection of at least one university in this country that would compare with such a university as you would find in Holland, Sweden, Belgium, Norway, Spain, or any other country of about our own magnitude. The matter being left to the provinces has tended to a multiplication of smaller universities. That may also have had its great benefit. I am not arguing for one as against many, as at present; but the fact that we have had no general federal educational system, I think, has prevented the foundation of at least one strong, what you might call state, university. In the problem with which the Council was faced, to provide research, or foster research facilities—where are you to begin, when you have almost no nuclei, except such as exist at two or three of the present universities. The difficulties would be obvious, without a moment's thought, and you can see that the Council would have been very unwise had it attempted to find an answer to the question in any hurried way. It has taken the first two years of the Council's existence to come to a more or less unanimous conclusion as to what we should do first; it has been the one matter, I suppose, that has come up at every meeting of the Council since we began our meetings in December two and one-half years ago. Naturally I think one of the first things that would occur to any one would be this: there are universities, some of them having some scientific research facilities; had we not better start with these as existing nuclei? However, we were formed in the midst of the war and war problems, which necessitated, if anything ever did, a call for industrial research; and the development of industrial resources, and our obvious sense of the coming commercial struggle, where industrial advantages would mean so much to this country, gave us a swing in the other direction; so that at the same time as we felt that we ought to deal with the universities as existing nuclei, we had right before our eyes this problem of industrial research as the one needing the quickest attention. That led us to study the thing as fully as it was possible in order to find the best way of doing it. After a good deal of consultation among ourselves as to what we already possessed in the way of research facilities, and after familiarizing ourselves with the literature and written opinions, we, as Dr. Macallum mentioned, made, first through the chairman, and then by a large delegation of the Council, visits to various institutions across the line, and had several very important meetings with gatherings of scientific men, both university men and men whose main interest was in the industrial research; and I would like to speak particularly for a moment about the meetings which we had in Washington. Washington is not an outstanding scientific

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centre in normal times. There the Government Bureau side is well developed; but the great commercial scientists, and the university scientists, as a rule, are not in Washington; but during war time when we were there there was gathered together practically all the scientific forces of the United States. So that we got there the most advanced and most able men in university work, in industrial work, and in the Government Bureau work. We had two meetings on two successive evenings, with twenty-five to thirty on each occasion of the most prominent scientific men, I would say, in all branches of scientific work. They were exceedingly generous in their attitude toward us, because they did not ask us to take up their problems, but they very fully gave us their opinions on our problems, and they discussed those problems from all phases, whether to attach industrial research work primarily to the universities, whether partly to the universities and partly to some outside agencies, it should be quite separate from the universities. Every side of the question was discussed, and there were advocates of all phases. I think it is only fair to say that the almost unanimous opinion and advice given us at these gatherings was that for us in Canada, with very little, almost nothing, as I say, in Canada, with very little, almost nothing, as I say, in the way of research centres developed, the best thing was at least one central kind of research institution where we could have almost any piece of research undertaken. I want you gentlemen to realize that we did not at all start out with any pre-conceived solution. All sides of this problem were represented by pretty strong advocates in our own body at the start, and we went away with minds thoroughly wide open. We came back without any definite decision as a Council, and for another eight months or a year we have discussed this matter until we have reached practical unanimity in the Council as to what is the best thing for us to do first, accenting the word "first"; because I think it is easy to run away with the idea that the general suggestion the Research Council have laid before the Government has some finality or is a sort of final solution of this problem, and I would like to lay very much more stress on the fact that this is merely the first step that we have suggested. Now, to come back to another phase of it—and I think this will complete my historical review—the first thing that was brought up before us, among ourselves, in the way of meeting the industrial problem which was urgent on account of the war, and also would be urgent after the war, was a suggestion that we might start in the manufacturing centres—Montreal, Toronto, and Winnipeg were instanced at the beginning,—bureaus with small laboratories, with information departments and libraries of technical science, something that you could build rather quickly and install without too great an expense, and seemingly that would be of immediate value to the industries in those particular centres. We worked at that quite a while. It was somewhat connected with the fact that probably in such centres there also would be universities—those three of course would have universities—and that there might be some co-relation or co-operation between those research and information bureaus and the universities situated there. On the face of it, it had certain very strong arguments to support it. We thought out this scheme and worked it out thoroughly. We never carried it beyond our final formulation, because we ran into this difficulty, that if we put such a proposition before the Government we would find that it would be considered as interfering with the provincial rights in education. Therefore the only way in which it could be done at all, seemingly, would be in a similar way to that which the Government adopted towards the agricultural development of the country, through a grant in aid, supplemented perhaps by a similar grant from the provinces, and distributed and utilized under federal supervision. It was no sooner seen in that light than it was evident that the demand on the Government from all sorts of centres would be so insistent that they would not consider it. In fact, some suggestions were made to

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some members of the Privy Council, under whom we worked, and it was perfectly obvious that these difficulties presented themselves so very forcibly to them that they said no government would lay itself open to the pressure which would be brought to bear. However, we had about that time reached the conclusion that that was not a solution, for this reason: these bureaux would have to be small because there would be many of them. But it would mean that very soon, the problems that would be laid before them by the manufacturing and industrial concerns would require for their working out an equipment and development that had not been provided, and therefore it would mean that the demands from each would grow greater and greater. You might put in first a few chemists and a few physicists, but very soon you would require to have a special chemist for every phase of chemistry, bacteriologists, and so forth. Greater facilities would be required and the cost would gradually increase, and that would apply not only to one place but to every one of those centres. You could not do for one that you were not prepared to do for all. It was clear that that would lead to tremendous extravagance and duplication and waste. Having practically reached the stage of eliminating that way of doing it, the question came to be practically one of helping the existing universities which might act as nuclei, or of providing some sort of research institution apart from these. Now the same arguments which I have just used, and which I think it would be unfair to take the time to go into again, led us to realize that to subsidize the universities for research was not a solution that we could place before any government. You will realize that a Research Council, constituted as ours was, with a large representation from the universities, in fact consisting to the extent of more than 50 per cent of men connected with universities, had to look at any suggestion concerning them carefully. It was very easy for the selfish side to creep in. Universities are just as selfish as any business corporation; and as the head of one of these universities, I fear that we cannot ever say that university presidents are any freer from the selfish side than the heads of other institutions. It was therefore incumbent upon us to look at the question so far as it related to the universities pretty openly and carefully. It would be very easy again for a university head to say: We had better ask the Government to give a grant; we need it badly and we could use all we can get. Dr. Macallum pointed out that there were 18 universities and colleges in this country, and I think he was very modest in his figure, because I come from a part of a country that is so over-supplied with colleges, that we have half that number there alone. In the province of Nova Scotia I can count my own university, which is non-sectarian, three catholic colleges, one Anglican and one Baptist university. In the neighbouring province of New Brunswick there is one Methodist, two or three Catholic as well as a non-sectarian university; so that starting with these I think I could reach a greater number than that mentioned by Dr. Macallum. This became a serious proposition; how could we start to lay out money on the universities from the Government, in a way which, even though hedged around with safeguards, would not be open to the grossest abuse. There is no body of legislators that is free from the influence of votes, or free from the influence of denominational and sectional bodies, and we could not see, and I still fail to see, any way in which a government could subsidize certain universities, when they are not State universities, without the rest feeling that an injustice had been done. That is one point of view. I would like to lay before the Committee another point of view. Suppose you selected three or four universities throughout the country and said: we will subsidize these only, I am assuming now that subsidizing research in universities is a good thing for industrial research. Suppose you did subsidize them, what I want to bring out is that every one of these universities would feel that it ought to be able to take up any problem, whether in rubber, in electricity, or in biology—make it as diverse as you like—and for them to be satisfied or to be effective,

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they would wish to be so organized and so staffed and equipped that they could take care practically of any problem that might arrive, not only in their own neighbourhood, but throughout the country. That meant what? It meant that you would require to have not one large central institute, as we propose, but a central institute at every university. The economic significance of this phase of the matter is so obvious that we felt we could not lay before the Government a proposition which meant establishing as many research institutes as there were universities, and which would result in continuous insistent calls and demands upon the Government. No Research Council could lay such a proposition before any government, it seems to me, without expecting to have it turned down flatly as an extravagant, wasteful and uneconomic proposition.

There is one other phase of the question that I wish to bring out. It is not only that this would not be a proper proposal financially to lay before a government, but from the standpoint of the majority of the Council—I might say almost the entire Council, representing, as I have said, so many university men—it was clear that it would be bad for the universities, and not the best thing for industrial research. If I may be allowed a personal word, I may say that I have spent one-half of my life across the line, having been connected with such universities as Johns Hopkins, Bryn Mawr, Stevens; while I know Columbia University very well, although I was not a member of its staff. I also spent one year at Cambridge in the Cavendish Laboratory, and until I took up my present position as head of Dalhousie University, my life was spent in research, or at all events such time as I could find to devote to it. I feel, therefore, that I know something of the research side of university work, and of what would benefit a university on that side. I feel that to saddle the universities with the problem of carrying on the industrial research of the country would be subversive of the best interests of the universities, and would not be conducive to the best kind of industrial research, for this reason: it has already been brought out, but I think it needs emphasizing—the whole strength of a university's research lies in its perfect freedom, in its being absolutely untrammelled. When you are a university professor laying out a programme for your students to carry out for their doctor's degree, or otherwise, you do not have to answer any objections offered by anybody as to whether it is going to have any value, or whether it is going to make the world any better. These are questions that must be asked in industrial research, but which cannot be asked from your staff or from your students. You simply say there is something to be found out. The untrammelled condition of university life is the very key-note of its success. One hundred and twenty or one hundred and thirty years ago Cavendish, working at science for the mere love of it, and stimulated only by the intellectual satisfaction of learning something new and abstruse, laid the foundation of electrical development as we know it to-day. Follow the course of research further and you come to Faraday, and then Clerk Maxwell to whom we largely owe the modern development of electrical machinery and electric power and light. You need to realize that that work was done without thought of gain, without thought of the possibility of gain. At the time, it seemed perfectly foolish work. From the standpoint of the average man it was hopeless to understand what these scientists were fooling about. Clerk Maxwell worked in pure abstract mathematics, and yet the wireless telegraphy of to-day has been developed from his abstract mathematics. The so-called practical men would laugh at Cavendish, Faraday and Maxwell and would have locked them up because of the apparent futility of the problems they worked at; and yet without them there would have been no such industrial development as we have to-day. Take the work of Pasteur as another example. It was work without any seeming connection with the things that make life worth living or comfortable, and yet in a very short time the results led to the prevention from annihilation of two of the largest industries in France, the silk industry and the vine industry. You cannot estimate these results in

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millions of dollars. My point is this: suppose you were to put a Maxwell, a Faraday, or a Cavendish as a professor in a university having to do industrial research, there would be an insistent and insidious pressure upon the professor to his students to say: I won't put you on this or that sort of research, because you might not get results in five years, and we are supposed to get quick results. I do not say that there would not be exceptions, but you will see the possibility of insidious pressure being put upon them to take up problems that seem to promise quick results. That means that students would be put on the less important problems, because the fundamental and abstruse one may suggest no application or utilitarian value. One Cavendish, or one Faraday, is worth a whole research laboratory full of mediocre men doing work that they feel must be got under the spur of utilitarianism. That is what impressed me, and that was the final line of argument which brought this Research Council, with practically one exception, to the conclusion that the saddling of the universities with the fostering and conduct of the industrial research of the country would not be for the best, but would really be subversive of the best interests of the universities. Leave them free, leave them untrammelled. Again, it is not for the best interests of industrial research, and the argument for that is contained in what has already been said. In order to get your electric light, your electric energy development you must have had your Faraday, your Cavendish, and your Clerk Maxwell. These results are the natural consequence of the work done by these scientists. In other words, the best interests of industrial research lie in fostering that which is peculiar to all industrial research, pure, abstract fundamental research, that does not tend under the pressure of need to the production of immediate results. There are two separate aims that we have to keep in mind. You want industrial results, and to get them you want men trained to bring about such results. It is the real province of the university to educate and train. Leave them with that; leave them in such a position that they can do that best, and that means leaving them untrammelled. Then you will get your men, and the industries will provide opportunities for all the men the universities can produce. You will then get your results because you have got the men.

There is just one other point that I feel I ought to allude to; that is, the universities' need of support. The Chairman asked a question of Dr. Ruttan, "how are they going to get it?" I am not going to answer it, as Dr. Ruttan has pretty well covered it; but let me insist, if I may, that the universities cannot turn out these men as they are equipped and staffed to-day. They must receive support; they must get assistance, and they must grow and develop. I think it is not invidious for me to say that in scientific research there are only two universities in Canada, Toronto and McGill, that possess the nucleus of a proper research equipment, and it is only a nucleus. I am neither a Toronto man, nor am I a McGill man, and perhaps I can say that of both. They are not equipped to do research work in all branches of pure science. They must be encouraged and assisted. When as a member of the Council I came to the conclusion, as we all did, that one central research institute was all we could ask the Government to establish, we did not forget that in some way the universities must receive assistance. There is a fine opportunity here for doing the very greatest work for the country, but we did not find a way in which the Government could, without tremendous extravagance, help these universities to be put where they ought to be put. Whether the provinces should do it, or individuals, or whether the Federal Government should make grants in aid to universities—for pure research—for real university work, realizing that the strengthening of the research departments in the universities means the strengthening of industrial research—that is another problem.

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STATEMENT BY PROFESSOR J. C. McLENNAN.

The CHAIRMAN: Professor McLennan is here to-day, and I would like him to indicate what his late activities have been.

Prof. J. C. McLENNAN: Two years and a half ago when the question of establishing an Honorary Advisory Council of Scientific and Industrial Research was being discussed, it was my privilege to take an active part in pressing for the institution of such a body. Shortly afterwards, however, it became necessary for me to go to England to take part in the anti-submarine activities, and I have not had the advantage of listening to the discussions of the Council or of taking part in its deliberations in the interval. Nevertheless it has been my good fortune in that interval, to have been closely associated with actual research, and with organizations established for the promotion of research. Perhaps, therefore, I may speak with more effect if I referred to the particular activities with which I have been permitted to be associated, rather than if I gave you an historical résumé of the development of industrial research viewed in its more general aspects.

On looking over the whole economic situation what strikes one as being the most pressing problem at the present time confronting us for solution, is—How are we going to pay our debts? That question strikes with special force every member of the British Commonwealth—how is the appalling debt going to be paid? That is a very practical question.

Available Resources.

When you look over Canada you find you have two great factors available. You have a considerable amount of labour here, and you have intellect—none better in the world. I speak of that from actual contact with it, and from knowledge of it. You have a virility, a freshness of mind, a broad outlook, and a resourcefulness which is not excelled in the whole world to-day. That is my deliberate opinion, based on a consideration of actual results achieved.

But you are not utilizing both of these resources to the limit. Some years ago I had an opportunity of looking into this subject, and I tabulated a list of the distinguished graduates of the universities of this country who had left Canada to go to the United States to occupy academic and scientific positions, and that list was published in one of the Toronto papers, one name after another, and it filled the whole page. There were hundreds of the brightest intellects this country has ever produced who had to go to the United States to earn a livelihood, and they are there still helping to staff the universities and assisting in building up the great industries of that country. You lost, in my judgment, a considerable portion in that way of the best and most vitalized product that this country ever produced. That same movement is going on to-day and at an ever-increasing rate. This is a great leak that ought to be stopped. You have now a magnificent system of public schools, high schools and universities. President Mackenzie said the universities were not what they should be. No, they never will be, but you have to-day, I think, in this country laid a magnificent basis for education. You are also voting, I understand, ten millions of dollars to educate labour in the technical arts. What are you going to do with the products of the educational institutions, and this labour that is technically educated? There you have two great vital factors—wealth-creating factors available. You might turn their energies into agriculture, but I venture to think that by so doing you would not be using these special energies to the best advantage.

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The agricultural progress in this country might be said to be normal now or advancing at a satisfactory rate. Canada has handled the problem of the development of agriculture in a thorough manner. You established agricultural colleges that meet every demand. They are world-renowned. Not only that. You did not centralize there only, but you grasped the problem in its full significance and established the Central Farm at Ottawa, and other farms as well in different parts of the country to deal with the specific problems under local conditions which had to be specially investigated. You centralized, and you decentralized at the same time in order to meet the problem as a whole. There are problems yet to be solved in agriculture such as those connected with the genetics of grain, improvements in the breeds of cattle, methods of dealing with noxious weeds and pests, and all that sort of thing. These will have to be attended to. You have, however, laid the foundation of a system for dealing with them. All you need to do is to supplement from time to time what you have already done, or to extend a system that is well established now.

Then there is the question of fertilizers. The time will come when you will have to supply fertilizers and when you will have to make these synthetically. It has been my privilege to be associated with the Nitrogen Fixation Board in England in the last two years, and I have been able to acquire for you, and to transmit to you, facts and figures regarding the various processes that have been worked out in this connection. In imagination, I can see before me factories established in this country, in suitable localities, where developed water-powers exist, that cannot be used to greater advantage in any other industries utilized for this purpose.

I can see the time coming when these will all be established for supplying fertilizers to the farmers of this country. The provinces will be asked in due course to subsidize them, or to support by direct or indirect subventions, their construction and erection. At present artificial fertilizers are not used to any extent in Canada, but the time will come when vast amounts of such commodities will be required. In the development of methods for producing artificial fertilizers, the projected Central Research Institute can play a leading part.

Mining, too, is looming up in our country. You have a very efficient Mines Branch. It is based on a very fine Geological Survey, and it is doing work of the highest order. The mining industries are flourishing. The one great thing that is required is some means of increasing the national wealth by developing new industries. Agriculture and mining are ready. The labour is ready. The technical knowledge is being produced by the universities. The only outlet for the unabsorbed labour and the technical knowledge that is being produced is in the creation and extension of industry. It is the one great thing that is wanting, and it is for that reason that I have heartily thrown my support in favour of everything that you can do to advance industry. I am not concerned now with what I may call the political side of industry, apart from its being a means of creating national wealth. Industries can be regulated and controlled, but first of all they may first be created. The only way to create national wealth that will be available or can be used, is to create wealth that can be sent out of the country, wealth that is the product of labour, intellectual or manual. That is the wealth of which we can avail ourselves. We can send materials out of the country, or the equivalent of materials. Therefore we must manufacture materials more cheaply than other countries or take advantage of natural resources which other countries do not possess. That means the study of new methods of manufacture and the exploitation of materials found within our borders and not hitherto used. It is not for that reason I have thrown my weight on the side of those supporting the scheme the Advisory Council has put forward for the institution of a Central Research Laboratory.

I think I know that one of the dominant factors in arriving at the conclusion to locate the institution in Ottawa was a political one. You cannot scatter these things

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broadcast at the request of every member of Parliament, for the direction of the movement would then become dissipated, weak or ineffectual. You must concentrate for the purpose of efficiency at first. You must always maintain a central control for efficiency. Initially the solution of problems presented for investigation can best be attained by concentrating our activities in one institution, and all factors considered, Ottawa is the best location for it.

The Function of Universities.

Some have proposed that all our industrial research could be done in our Universities. Scientific and industrial research is not however the primary function of universities. It has not at least been their chief function in the past.

Of course in these days of reconstruction, one does modify one's views, but it has not been the business of the universities hitherto, and it is not considered the specific primary business of universities to do industrial research work. Their primary function is to educate and train men and women, and research, though necessary, is in universities merely an aid to education. It is subsidiary. There is no effective teacher in this country, no effective professor who is not doing research work in the course of his work, but it is not his primary business. It is not what he is specifically paid for, and he need not do it frequently unless he wishes to do so. We are liable, therefore, to mar things from a national point of view, if we say that industrial research is to be considered one of the main functions of the universities. You will be apt to mar the educational side of it. I say that because you have laid a good foundation for education in this country. The line of development for our universities is clearly defined. Their chief aim must ever be the production of technically trained men and women prepared for all phases of business life and ready to take part in the creation of national wealth. When you come to the creation of national wealth, research work becomes a business. It is a pure business proposition directed in a certain way without regard to education. Education is preliminary which has been attended to in our universities and colleges. Scientifically educated and technically trained men and women, become, as it were the instruments of research, they become subsidiary. They ought to be used for that purpose, and it is for that reason that our whole aim is directed towards the establishment of a Central Institution as the nucleus of a new system that will permeate and develop the whole country, by utilizing the services of the men and women whom we have trained. In my judgment the programme will not end with a Central Institution. It is a beginning, and a very small beginnings. When I looked over your estimates, I thought it was a lamentably small beginning, and from my point of view it is a totally inadequate beginning. I am amazed to find that the matter has been treated in such a small way by our Advisory Committee, particularly when I think of the large sums of money which you devote, without hesitation, to railways and other similar national agencies. You give millions and millions to railways, and yet when you come to consider a scheme that will some day produce results, that will vivify the whole economic life of Canada, you will readily grasp why a sum of \$500,000 or \$600,000 is considered insufficient by me for this purpose. It is a mere bagatelle. You may not agree with me gentlemen, but it is true, and you and I may live to see this more clearly before fifteen years are over our heads. By that time we shall be spending far more money than this amount, because I am convinced that the results will be like a geometrical progression. You will be amazed at the results if we can judge from what has happened elsewhere. I would therefore advocate very strongly the establishment of the Central Research Institution under proper direction and administration. When it comes to the question of helping the universities I would follow the principle which we have adopted so far in the activities of our Council. We have in our universities certain professors with particular capabilities and they have particular times during which they can devote

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themselves to certain particular kinds of research work. Help them along sympathetically, and help their universities along sympathetically by means of grants in aid of research. If there are bright students who promise to develop into men of ability and prominence in industry assist them by giving them grants as we do to-day for the conduct of special investigations which they can undertake. To throw the whole question of industrial research into all the universities of this country with diversified views of direction and administration finding expression in the spending of money, would lead, in my opinion, to inefficiency and waste.

Naval Research.

Perhaps now I may refer to what has happened in my own experience in connection with research of another character during the past two years. We were all greatly distressed over the submarine problem, two years ago. Some of us who knew the real difficulty more than others felt that we should like to take part in the activities that were being directed towards the solution of that problem. At that time I came to Ottawa and met some members of Parliament and some members of the Government, and suggested that we should get together and see if we could not do something towards bettering matters. I failed, however, to get any encouragement, and was led to understand that it was not considered that the scientific men of Canada could effectively contribute to the development of the anti-submarine devices and measures in Canada.

Shortly after my visit to Ottawa, however, I was invited to go to England and help in research. On going over I was astounded to find that we were not getting so many submarines as the public generally believed. The Navy was doing magnificent work but it was working by ordinary methods, the only methods available, but these were totally inadequate. Every effort was being put forth to investigate all the subtle little devices that could be developed for chasing and destroying submarines, for seeing them under water, and for detecting them in other ways.

But up to 1917 the main result of all the scientific effort which had been made ended practically with the realization by all that the solution of the submarine menace was probably the most difficult scientific problem that was ever presented to the human race. The arrival of the submarine on the scene practically meant the introduction of a new system of physical science and engineering. We had long search lights for seeing through the air, but we had nothing for seeing through water, and we did not know how far we could hear through water. We did not know how far electro-magnetic effects could be detected in water. All these subjects had to be investigated fundamentally, and they were investigated by many of the ablest scientists in the British Commonwealth.

In the two years which have elapsed since 1917, much progress, however, has been made, and it is now tolerably clear what scientific principles should be applied to overcome the submarine menace. It is now possible to provide scientific means of closing to the passage of submarines, such bodies of water as the Straits of Dover, the Firth of Clyde and the Bristol channel. Even a considerable portion of the North Sea could easily be made impassable to them.

In the development of these measures Canadian scientists have played an important part; Professor Eve, of McGill University, during the past year and a half, acted as Scientific Director at the Admiralty Experimental Station at Harwich, and Professor Boyle, of the University of Alberta, made most important and valuable contributions to the development of probably our most effective method of locating submarines of a chasing boat. Mr. Manson, too, of the Faculty of Applied Science of the University of Toronto, developed a method of guiding ships with safety through mine-fields or through a tortuous and winding channel into a port. Others, such as Mr. Kingdon, of the University of Toronto, made fundamental improvements in

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mines and torpedoes. Mr. David Keys carried through investigations on the magnitude of the effects produced by the explosion of charges of various types and sizes under water. Professors Satterly, Burton, Dawes and McTaggart of the University of Toronto, and Mr. John Patterson of the Meteorological Office, Toronto, have assisted in working out methods for extracting helium from the natural gases of Canada. Had the war continued for six months longer than it did we should have had large supplies of the gas available for filling balloons and dirigibles. As the gas is non-explosive and non-inflammable, we should with such air-craft available, have been placed in a position of immense advantage over our enemies.

These illustrations are but typical of many which could be given. The names of many other Canadians who have contributed could also be mentioned, but the ones cited will serve to show that Canadian scientists though not permitted or encouraged at home to utilize their scientific knowledge and capabilities in the direction stated, could when given an opportunity elsewhere demonstrate their ability to carry through researches of the highest order when they were asked to co-operate in the solution of such a great problem as the one presented.

I mention all this to show you that the capabilities of the scientific men of Canada are not by any means a negligible factor. As stated already Canadian men of science are steadily leaving this country. If, however, you utilize their activities they can and will create invaluable wealth for us. The results will be manifest fifty years hence if you lay the foundation of industrial research broadly at this time. This country, fifty years from to-day, will probably have 25,000,000 of a population at the very least. What are you going to do with all these people? If you lay the foundations of industrial research well, and adopt new methods and new processes in our industries, you will create work for them all and that will mean increased production and therefore greatly increased national prosperity.

Hydro-electric Powers.

Perhaps I may be permitted to refer briefly to some of the consequences of the development of hydro-electric powers in Canada. We have, as you know, already developed upwards of 2,305,310 h.p. out of a possible 19,000,000 h.p. in Canada. Judging from the reports to hand it will not be long before an additional 1,000,000 h.p. will be available.

In general, when a power has been developed in the past, the supply of energy rendered available was far in excess of the requirements of the local community for light and mechanical power in manufacturing industries. This state of affairs has led to the erection of extensive and important electro-chemical works which need large blocks of cheap power to meet their technical requirements. Examples of this development are found in the Niagara peninsula, and in the developments on the St. Maurice river in Quebec.

Among the great works in the Niagara district a number are worthy of special mention. The American Cyanamide Company, which also has extensive works at Muscle Shoals, Alabama, has a capacity in its Canadian plant for producing about 64,000 tons of cyanamide per annum. Among its products, in addition to cyanamide, are ammonia, nitric acid, ammonium nitrate, cyanides and argon. It has recently erected works on the New Jersey side of New York harbour for the manufacture of ammonium phosphate, sulphate of ammonia and ammoniacal liquor. The supply of cyanamid for the New York works hitherto has been drawn largely from Canadian works, but the supply will now be supplemented by the product made in Alabama. The phosphate rock used in making ammonium phosphate, I may add, comes from a mine the company recently acquired and is operating in Florida. There is also the Canadian Aloxite Company, whose product is carborundum, and the Acheson Graphite Company, which supplies large graphite electrodes for electro furnaces.

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The Turnbull Electric Metals Company supplies low phosphorus content pig-iron, and the Exelon Company silicon carbide.

The Union Carbide Company has an output of calcium carbide of approximately 125 tons per day, and the Electro-Metals Company manufacture on a large scale ferro-silicon and electric furnace electrodes.

The Riordon Pulp and Paper Company has developed a plant for manufacturing calcium chloride from lime and salt for bleaching purposes, and as a by-product it will soon be in a position to produce caustic soda to the extent of about 35 tons per month.

In the River St. Maurice district we have at Grand Mere Falls, the Laurentide Pulp Mills, producing about 250 tons of paper per day. At Shawinigan the Northern Aluminium Company and the Belgo-Canadian Pulp and Paper Company have very extensive works. The Shawinigan Electric Metals Company is a product of the war, and produces large quantities of magnesium of a guaranteed minimum purity of 99.5 per cent.

The Canadian Carbide Company and the Canadian Electrode Company have large plants as well; but of all the developments which have taken place at Shawinigan the activities of the Canadian Electro Products Company are, from a scientific point of view, probably the most interesting. This company, under the direction of Mr. H. W. Matheson, has developed a process for making acetic acid, acetone, and allied chemicals synthetically from acetylene gas. Its present plant, which is the largest of its kind in the world, was commenced in May, 1916, and the first acetone was turned out in December of the same year. The complete plant consists of twelve buildings, representing an investment of approximately \$2,000,000.

With reference to the process itself, this consists of:—

(1) The conversion of acetylene gas to acetaldehyde in the presence of sulphuric acid and a mercury salt. The acetylene gas used in this process is generated in what is probably the largest acetylene gas generating station in existence.

(2) The acetaldehyde is converted to acetic acid by oxidation in the presence of a catalyser.

(3) The glacial acetic acid is decomposed in the presence of a catalyser into acetone. One of the most striking features of the new process is the fact that glacial acetic acid of over 99 per cent strength is obtained from the stills on the first run, thereby assuring quick and economical production of this very essential product. As air is used in this process for oxidizing the acetaldehyde into acetic acid, vast quantities of high purity nitrogen are left over, and at present are allowed to go to waste. With the supplies of calcium carbide available at Shawinigan, we may expect to see this nitrogen used before long for the production of cyanamid, ammonia, and nitric acid, ammonium nitrate and cyanides.

The production of acetic acid and acetone synthetically to which I have referred, is a striking example of how science can add to national wealth. Previous to the war acetone was generally produced by the action of bacteria on grain and other materials suitable for food. By the advance which has been made food materials can be conserved for their more legitimate use and acetone and acetic acid can be made from materials hitherto allowed to go to waste or to remain unused.

The road for producing alcohol in a similar manner is open. The large blocks of hydro-electric power which we shall have available will enable us through the use of electric furnaces or electrolysis to become the producers of large quantities of basic materials, at a cost far below what they can be produced at elsewhere.

We have only made a beginning in the work of developing processes which utilize electric energy, and in a central research institution such as that projected, there will be an opportunity afforded for entering upon this field of scientific and technical activity.

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Helium and other Natural Gases.

I referred briefly a short time ago to the production of helium in Canada, and perhaps I might, with profit, refer to it at greater length. In 1903, it was observed that many of the natural gases of Canada contained a small percentage of helium. In the spring of 1916, it was found that the largest supply of natural gas in Canada, namely, that located at Bow Island, Alberta, contained a little over 0.36 per cent of helium. This is a comparatively small, and apparently insignificant amount, and yet I may tell you that this wonderful gas was so rare and so costly, that at pre-war prices, the value of the supply of it which escaped into the air from the furnaces and stoves of Calgary and other houses on the pipe line, was \$50,000,000 per day. By the developments which have taken place, during the past two years, the cost of producing the gas in a pure state, has been reduced roughly 100,000 times. Owing to the advance it became possible to utilize this gas in place of hydrogen in lighter than air aircraft. With the buildings and plants projected by the Admiralty and the authorities of the United States, we should, had the war continued, been able, by June of this year, to produce about 2,000,000 cubic feet of this gas per month for use in our balloons at the front. This would have meant the creation of a great industry in Canada.

Although it will not pay to use the gas for balloons under peace activities, every effort is being made to develop technical uses for this gas, and it is possible that it may yet be required in large quantities for the production of gas-filled lamps, and other articles of commerce.

In a Technical Research Institute, or in institutions allied to it, such technical possibilities can be worked out. Will you encourage your scientific men to take part in this development?

Perhaps you will permit me to refer to one other possible line of development during in the search of helium. It was found that practically all the natural gases issuing from wells situated on the Fraser valley, British Columbia, or from those on the islands of the Gulf of Georgia, consisted of pure nitrogen. Those gases were, of course, non-inflammable, and were considered on that account, by those having to do with them, of no particular value.

In the production of cyanamid and cyanides you know that vast plants are required to extract the nitrogen from the air. If it should turn out that the supply of nitrogen which can be drawn from the wells in the Fraser valley is considerable and permanent, you have in this resource a basis for the production of cyanides and fertilizers on the pacific coast. At such places as Stave lake you have large blocks of electric power either developed or developable. In the neighbourhood you have large deposits of crystalline marble and coal as well. The conditions are, therefore, favourable. Of course the land in the Fraser valley is exceedingly fertile now. It will not, however, always remain so and artificial fertilizers will be required in large amounts. In the mean time the lands in the Sacramento valley and those in the northwestern portions of the United States, afford a market for any supplies that may become available. China, too, use large amounts of artificially-made fertilizers.

Before the war, Germany imported large quantities of nitrates from Chili. These, in Germany, were mixed with phosphates and potash and shipped to China where they were given in exchange for various products grown by the Chinese. Among these products were the well-known Soya beans. These when taken to Germany enabled the German industries to make large quantities of oleomargarine, synthetic nitrogenous foods and cattle foods.

Another wealth-producing industry which should be promoted in Canada has to do with the utilization of fish waste. Professor Ruttan of McGill University who has taken a keen interest in this subject, informs me that from 150,000 to 180,000 tons of valuable material of this kind is available and accessible annually. Steps

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have been taken to inaugurate the industry. Apparatus has been purchased and is now under way. It is proposed at once to install at Canso, Nova Scotia, two units capable of handling thirty-six tons of fish waste and waste fish per day. Each ton will yield about 600 pounds of concentrated protein food containing 75 per cent to 80 per cent of protein, and about 10 gallons of oil. The new plant will contain appliances for the treatment of the oil, and also for refining and purifying cod liver oil, so that it will be quite equal to the best products of Norway and Scotland.

Here then are wealth producing industries that can possibly be developed with great profit to our country.

Many more possibilities might be referred to, but from what has been stated you will see clearly enough that scientific knowledge, when backed by imagination and supported financially by our people, should be of the greatest service in the upbuilding of our industrial life.

Financial Aid to Research.

You may recall that I stated a short time ago, that the provision Parliament has been asked to make, appeared to me a very meagre one. My reason for making that statement was the knowledge I had of what was being projected elsewhere in research and experiment. As you know, some ten months ago the Admiralty honoured me by asking me to be their scientific adviser and the director of their activities in research and experiment. This department was created among other reasons because it was found in the course of the anti-submarine campaign that many of the devices brought forward for dealing with these could be used as aids to navigation in the neighbourhood of rocky coasts, through ice fields and through fog covered areas. Scientifically it is a crime to-day to run a ship ashore in a fog or in darkness on the coasts of Labrador, Newfoundland and Nova Scotia or British Columbia.

By means of a set of submerged hydrophones, it is possible for a ship to be given accurately its position as far as five hundred miles away. Directional wireless apparatus can be used, and is also being used, for the same purpose. Submerged devices can be provided which will enable a ship, when it comes within fifty miles of such a port as Halifax to be guided in, in safety, even in a fog or darkness, with almost as great accuracy as a tramcar can be directed by a trolley wire.

With hydrophones of the improved type installed on ships, it is possible to pick up for certainty the sound from submerged bells or other sound providing agencies in all weathers as far as 10 or 15 miles.

Devices which enable a chasing ship to detect and locate a submarine can also be used to locate a surface ship or a floating iceberg. Hydrographic work has been greatly stimulated by the possibility of utilizing all the devices.

With a view to perfecting these devices and to providing additional safeguards to navigation, the Admiralty is recommending the British Parliament this year to provide upwards of £1,000,000 for the erection and equipment of a sea experimental station, a signal and wireless school, an engineering laboratory and a Central Research institution designed for the solution of problems of a fundamental nature. Moreover, for the actual conduct of investigations either now being carried on or projected for the current year, it is proposed to ask for an appropriation of upwards of £300,000. From what has been stated you will see that many of the problems to be investigated are of great importance to Canadians. If we can lessen the time of crossing the atlantic through fog-covered areas by one day, per voyage, per ship, you will undoubtedly see that the expenditure on research will soon be paid through a reduction in the cost of transportation and in the increased carrying capacity of a given number of ships. You, I understand, are embarking upon an expenditure of \$30,000,000 for the upbuilding of a Canadian Mercantile Marine. Surely for the efficient use of such a

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fleet and for its preservation, it will be worth while to establish a Central Research Laboratory, and possibly also a Sea Laboratory in which Canadian scientists can play their part on behalf of their country by co-operating in working out the solution of problems such as those I have referred to above.

Scientific and Industrial Research in Great Britain.

In Great Britain and Ireland a Department of Scientific and Industrial Research was established in 1915. Our own Honourary Advisory Scientific and Industrial Research Council was modelled after that organization. At its inception it was given a fund of \$5,000,000 to administer. It provides grants in aid of research to graduate students in universities capable of carrying through investigations. It has organized the various trade industries into Research Guilds and these are establishing Research Laboratories under their own direction in which investigations are carried out for the purpose of devising new manufacturing processes or improving old ones. The guilds themselves pay half the cost of the upkeep of these laboratories and the department contributes the other half. In the case of some key industries, the department pays more than half the cost of upkeep. If new processes of manufacture are discovered by the guilds, the benefits pass to those in the guild who contributed to the maintenance of the investigations. Due precautions are taken to protect the interests of the department as well as those of the trade generally.

Boards have also been instituted under the department for dealing with problems of a wider nature than can be directed by the guilds. Among these may be mentioned the Board on Fuel Research. The board has very extensive laboratories, and it is investigating such questions as the economical use of fuel and the utilization of coal and coal tar products.

There is also the Board on Foods which is looking into such questions as the nutritive value of foods, cold storage and food distribution, the production of artificial fats, and other food materials.

There is also a Medical Board which is looking into the question of fatigue as related to workmen and workwomen.

Another board has to do with the problem of housing and is looking into all scientific questions connected with the building of houses, various kinds of timbers and other building materials. It also deals with the most economical methods of heating houses and buildings. Still another board deals with the production of glass for scientific and industrial purposes. It deals besides with the question of design and standardization of scientific instruments.

The Department of Scientific and Industrial Research is not connected organically with the universities. It is directly under a Committee of the Privy Council. Its contact with universities consists merely in making, on application, grants in aid of research to graduate students working under the direction of different professors in various departments of the universities. In addition to its other activities the Department of Scientific and Industrial Research recently assumed the direction and control of the National Physical Laboratory at Teddington. This institution corresponds, in a measure, to the Central Institution it is proposed to establish in Ottawa, and it is similar in its organization and in the character of its work to the Reichsanstalt in Charlottenburg, Germany, and to the bureau of Standards at Washington. Previous to the war it was largely concerned with the inspection and calibration of scientific and technical instruments such as meters and measuring instruments of all kinds, mechanical and electrical. Manufacturers of all kinds of instruments submitted their wares to the laboratories for inspection and test, and certificates are given stating the accuracy that can be expected to be obtained by the use of these instruments.

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The laboratory also makes tests, both qualitative and quantitative, on the properties of materials submitted for examination.

The laboratory, moreover, is provided with a large marine tank in which the behaviour of boat models can be investigated. This has led to great improvements in ship design. During the war the laboratory was greatly enlarged, and the scope of its activities extended. All kinds of investigations were submitted to it by the Admiralty, the Air Board and the War Office. Through its work great improvements in the design of flying machines were effected, and numerous instruments were designed for use as aids to aerial investigation.

The National Physical Laboratory supplied practically all the gauges required by the Ministry of Munitions for the purpose of making shells, gun-sights and other war mechanisms.

This statement will, perhaps, give you an idea of how National Research is conducted and administered in Britain. The system inaugurated there has now been in operation for practically four years. It has been a great success, and it is largely through its activities that industry in Britain has been reorientated and made ready to face the industrial effort which the present economic situation demands.

The Honourary Council for Scientific and Industrial Research in Canada recommends the establishment of a Central Research Institute as a beginning in working out a scheme for the scientific development of industry in this country. May you look upon its recommendation favourably. If you do the Council will be encouraged to pass on to the consideration of new problems. The economic use of our coal and fuel supplies is a problem which should be investigated at once. The Advisory Council has already instituted a board for looking into the question of briquetting the lignites of Saskatchewan. You have, or have had, a board for dealing with fuel control. A Bill is now before Parliament, it is understood, to establish a board of the Department of the Interior for dealing with coal and the products of the coal industry. All this means duplication and inefficiency. The procedure followed by the British Department of Experiment and Research would seem to be the one which should be followed in this matter. If you support the Advisory Council in its recommendations and encourage it to deal with all phases of scientific and technical problems affecting the economic and industrial life of the country, it will soon become a great and vital force for creating and adding to our national wealth and prosperity.

As a youth I recall being enthralled and filled with wonder by an eminent statesman propounding a new national policy for Canada. In the course of his speech he drew a wonderful picture of forthcoming prosperity for our fair Dominion. Cities were to become hives of industry and chimneys and smokestacks were to be dotted in profusion over the land.

I would fain take you with me to view another picture. I would lead you over a road, through cities beautiful. It is paved with gold and lined with trees and shrubs, crowned with a dense foliage of intellectual and industrial happiness and content. At a turn in the road there sits the master artist science filling in a glorious picture. In one corner I see a beautiful glade terminating in a deep gorge, down which rushes a mountain torrent. The name of the place is Shawinigan. This town is typical. It is scarcely twenty years old. It is beautifully situated amid the Laurentian hills. The streets are well paved and the houses are attractive architecturally. Here there is no smoke to darken the sky. An elaborate town planning scheme has been adopted and all public and private property conform to it. Large sums have been spent on community enterprises, including clubs, auditoriums and schools. As the industries are all highly technical, a minimum amount of unskilled labour is required. Large numbers of technical engineers of all grades are employed and these form the nature of their work, and from the attractive surroundings find their life a very profitable and a happy one.

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When the picture is completed there will be many a scene like this one. Nature has been lavishly kind to Canada. Numerous centres in practically all our provinces, except possibly Prince Edward Island and Saskatchewan, will appear on the canvas. In these provinces the water-powers are negligible. Shall we encourage the master artist to complete the picture? Let us do our part by having the Central Research Institute inserted in the foreground.

Mr. SHEARD: I think that the figures which Professor McLennan has given us more or less in confidence would be an inspiration to the country. I think they are particularly valuable, and I feel that this committee ought to make use of them, not only in the House of Commons but in a concerted effort to get the necessary funds from the Government for this work which is regarded by a great many people as somewhat mystic. I think that what he has told us will be of great assistance.

Mr. MCGIBBON: Not only that, but I think they would be useful in convincing some members of the Government.

Mr. SHEARD: We have got to show how far the British Government have advanced ahead of us in such endeavours, and it is just such concrete facts as Professor McLennan has submitted that will assist us in bringing about the desired reformation in this country.

Dr. McLENNAN: An important thing to remember is that in England they were apathetic. At the beginning of the war no public man would have dreamed of coming forward with a programme such as is now proposed. I must confess that as I listened to Sir Eric Geddes I was amazed.

Mr. MCGIBBON: I heartily endorse Mr. Sheard's suggestion.

Mr. SHEARD: If we could also get from Professor McLennan an abstract of some of those great results which he has described, I think it would be most valuable.

The CHAIRMAN: Yes, I think we must show examples of concrete results in order to convince.

Mr. SHEARD: I think the statement of Professor McLennan is an inspiration, and I have given some attention to the scientific problem. If we can press home those points to those who have never dreamed of such results as have been achieved, I think it will be of great benefit.

Professor R. D. McLAURIN: I was particularly interested in part of the suggestions made by Dr. McLennan. That is the application of science to the development of our natural resources. That is one of the most vital problems which is facing Canada at the present time. In view of our tremendous national debt ways and means must be devised whereby our natural resources may be utilized to the best advantages. Last year we imported into Canada coal to the value of \$71,000,000, and almost 98 per cent of our oil at a cost of \$30,000,000, and our iron ore and iron products in 1917 to the extent of \$187,000,000, making a total of \$288,000,000 for imports for these raw materials. We know that the utilization by the best scientific methods of the resources of nations is the only way whereby a nation can be placed in an economically safe position. We have in Canada tremendous resources in these basic materials, and these materials form the basis for essential national industries, and it seems to me vital that these materials should be produced in large quantities, and in order to get a comprehensive idea of the national significance of basic materials, it is necessary to compare the resources of the various nations, and the methods employed by the nations in utilizing those resources in the most economic way. Take the national significance of coal. We know that England built up her entire foreign trade of coal export. By producing cheap coal Great Britain was able to bring in products at a low cost, and consequently that affected every industry in Great Britain.

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We know to day that Great Britain is facing a crisis in the coal industry, for the reason that the cost of production of coal is high. The cost of production, according to the *Economist*, of coal in Great Britain is \$7 for a long ton at the mouth of the mines in Wales and Newcastle. In the United States the cost of production is \$2.75 for a short ton, consequently the competition is very adverse to Great Britain. Now in order to lower the cost of production a committee, or a commission, has been appointed to investigate every phase of the coal industry in Great Britain, including the production and management of the mines, and also in regard to the labour situation. At the present time Great Britain is producing just about enough coal for their own needs and it is necessary for ships to go out in ballast. That, of course, is a very serious condition. The decrease in production has been about twenty per cent, which amounted to practically the amount of export. The decrease in export was 56.7 per cent, so that that is a very large reduction. The United States during the war increased their foreign trade in Europe to the extent of 243 per cent and in South America to 350 per cent; so that the United States is entering into a market which Great Britain formerly had to a very large extent. In Canada we have a very large supply of coal. The United States possesses 51 per cent of the total world's supply of coal, and in Canada we have only 17½ per cent of the total world's supply, standing second. So that our strategic position is very marked in regard to coal. Most of the coal is in Western Canada. We have about 12 per cent of the total world's supply of coal in Western Canada. The immediate problem for us is to devise means whereby our coal may be used most economically and marketed to the best advantage, and at the present time the Government has made a very important move in preparing to establish a briquetting plant for the treatment of low grade lignite. There seems to be more or less of a misunderstanding regarding the value of western coal. When lignites are spoken of the general opinion is that the lignites referred to are the lowest grade coal. The coals in Saskatchewan and Manitoba are probably the lowest grades of coal. There that low grade coal, simply because the moisture content is high, breaks down very rapidly when exposed to weather conditions. On the other hand, we have enormous deposits of high grade bituminous coal and semi-anthracite coal. In addition to the briquetting problem, the object of this plant was to produce a fuel which would be the equivalent in heating units to anthracite. That is one phase of the problem, and a very important phase. It is important from another standpoint. From an industrial standpoint it is extremely important because we will know how to utilize the by-products, both from the tars and from the gas and ammonia which are obtained from the distillation of coal. On the other hand, the economic utilization, or burning of the bituminous coal has not been dealt with to any appreciable extent. It seems to be extremely important that when we know that at least 25 per cent of our western coal goes up in the smoke stack owing to the fact that the coal has a high volatile content, and that the furnaces on the market are not designed to burn a high volatile content, it seems to me that much research work can be done along the line of combustion. That is really a national question, because all fuel must be burned no matter in what form, whether liquid, solid or gaseous, I might say that in addition to studying the conditions under which combustion can be perfected, it will be necessary to modify the designs of furnaces. The first thing to do is to endeavour to modify the existing furnaces, or if it is possible with the equipment already available, to modify the furnaces in such a way that the fuel may be better utilized where a higher percentage of the volatile matter of the coal can be oxidized. If that is not possible, the only other alternative is to devise other furnaces.

Another phase of the fuel problem in western Canada is that a very large number of companies are operated, and they are operating for a very short period during the year. That creates conditions, which, from a labour standpoint, are difficult to control, and it also makes the fuel produced at a higher cost than it should be, owing

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to the fact that the plants are only operated for part of the season. It seems to me that considerable could be done by organizing the producing coal industries in such a way that coal can be produced at a lower cost, and also by better methods of combustion. I feel pretty well satisfied that there is no necessity for importing anthracite coal into western Canada at all. It is a matter of getting coal which is more suitable on the market at the right time. Last year a great deal of coal was stored, and there was some difficulty in not knowing how to handle that coal when put on the market, in not providing proper facilities for marketing. If the proper coal were put on the market during the summer, a large part of that difficulty would be removed, because there are coals which can be put on the market in western Canada during the summer, and which do not slack. I have kept certain coals, pea coal, for example, in sacks for three years, and there was no observable change. That is one of the problems we have in the west, the economic utilization of the tremendous quantity of fuel that we have. In Germany, of course, the national significance of coal was worked out in a different way. In Great Britain the coal was exported, and Great Britain built up her foreign trade on her coal export. In Germany, the distillation of coal formed the corner stone of her economic and industrial system. The coal tar products were obtained for producing dyes and for pharmaceutical and photographic purposes. Germany gained control in the world's markets for products from the distillation of coal. Gas was used in the metallurgical industries, and the ammonia was used for fertilizing purposes. Germany gained control of the world's markets in these materials, and at the same time prevented other countries from establishing this basic national industry. Consequently they were not in a position—they did not have the personnel nor the equipment to produce these materials, and consequently they were unprepared for war, because these same compounds were the compounds from which explosives were made. That was the national significance of the utilization of coal in Germany. The carbonizing process which would be worked out on our coals is fundamental from that standpoint. It seems to me that we should combine the two, that is, the efficient utilization of the coal in addition to the carbonizing process.

I would like to mention a few facts in regard to the world's actual supply, and also in regard to production, comparing the production of coal in Great Britain and the United States. In 1870, Great Britain produced 124,000,000 tons of coal. In 1918 she produced 227,000,000 tons, or slightly less than double. The United States in 1870 produced 33,000,000 tons of coal, and in 1918, 685,000,000 tons, or about 23 times this much. Since the United States possesses 51 per cent of the world's supply of coal, you will see that it is placed in a very formidable position. In 1870, the rest of the world, outside of the United States and Great Britain produced 80,000,000 tons, and in 1918, 500,000,000 tons. That means that the United States produced last year more coal than all the other countries in the world outside of Great Britain. In regard to the total supply of coal in the world, it is difficult to make any particular estimate. It has been estimated at 800 billion metric tons, and we have in Canada $17\frac{1}{2}$ per cent of the total world's supply, of which 12 per cent is in Western Canada. The strategic position which this country occupies in regard to coal is therefore apparent.

Another subject in which I am interested is the national significance of oil. Perhaps the national significance of oil can best be illustrated by the fact that the British Government have actually gone into the oil business as it were. They are endeavouring through a Government Department to get control of the petroleum resources in various foreign countries for the reason that during the war the United States supplied Great Britain with 80 per cent of petroleum products, and Great Britain does not wish to remain in that dependent position.

And through the government, and being financed by the government, the British Government are endeavouring to get control of foreign fields as regards petroleum.

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Now the United States up to the present time have supplied 65 per cent of the total world's supply of petroleum and about 1917 a commission was appointed to inquire into the potential oil resources of the United States, and the report was that it was probable that the oil resources of the United States would be exhausted in 27 years. Last year the United States imported from Mexico 38,000,000 barrels of oil, and utilized 28,000,000 barrels of their reserve. In other words the United States last year was an importing nation, and a recent report from Mr. David White, of the Geological Survey Department, pointed that out to the American Government, and advised American capital interested in oil to go into foreign territory. At the present time that has not been necessary, because the United States was the greatest oil-producing country in the world, and all their capital was invested in the United States. He points out that Great Britain is endeavouring to get control of the oil resources in foreign countries. If she is successful in completing that, then it is only a matter of time until the United States will be importing oil from Great Britain, and this recommendation has pointed out the necessity for American capital to go into foreign territory. In Canada, Dr. Bosworth, the British Geologist, who is now the geologist for the Imperial Oil Company, in 1915 published a preliminary report in the *Petroleum World*, February number, of his investigations in the Peace and Athabaska districts, and he made the statement that the asphalted outcrops and oil seepages in the Mackenzie basin were greater than in all the other countries in the world combined. He made an estimate also of the area. He said the area was probably 10,000 square miles, and that if the oil contained in the sand was uniform, there was sufficient oil in the tar sands of the Mackenzie basin to supply the world's consumption, at its present rate, for two thousand years. That is a very big statement to make, and it appeared in that report. The point is that the surface indications for oil are greater in Northern Alberta than anywhere else in the world, and since we import into Canada practically all our oil, last year at a cost of \$30,000,000, it seems imperative that, with these potential reserves, immediate steps should be taken to see that these resources are developed.

Now, as regard iron ore, the national significance of iron ore can best be illustrated by what has happened in regard to the settling of the peace terms. The Monet Oil Fields are probably the greatest iron deposits in the world, covering 463 square miles. Great Britain is also faced at the present time with the proposition of reorganizing the iron and steel industry. During the war the United States made enormous profits in the iron and steel industries, and they have utilized those profits in extending and improving the industries, whereas in Great Britain and Ireland the iron and steel products were all used for war purposes, and a large amount of the profits were utilized also in the form of taxation. Consequently the iron and steel industries in Great Britain have not been extended to the same extent as they have been in the United States. As a matter of fact, certain iron and steel products can be produced in the United States at a lower cost at the present time than in Great Britain. That has necessitated an investigation into the iron and steel industry, for the purpose of getting the industry re-organized, so that they will be able to compete with the United States. In Canada we import 95.8 of our iron ore and iron products, and we have large deposits of iron, and it would seem absolutely essential that immediate steps be taken to develop the iron and steel industry in this country, as it is one of fundamental and basic national industries.

Professor MacLennan mentioned the matter of fertilizers. I would just like to say a word about fertilizers. In Canada, the only national industry, we might say, is agriculture. The Canadian people recognize that. Everyone recognizes the importance of agriculture. We should have the same thing in science. It is necessary to create a national industrial consciousness, because we have that in agriculture, but we have not that same thing as regards the application of science to the development of

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our mineral products. I made a calculation recently of the quantity of phosphorus potash and nitrogen that is shipped out of western Canada when we export 100,000,000 bushels of wheat. I got the prices in Toronto of the cost of these constituents per ton delivered at Saskatoon. I worked out the quantity of nitrogen phosphorus and potash that were shipped out, and the cost to bring those three constituents from Toronto to Saskatoon, and the cost was \$66,000,000. I also made an estimate of the quantity of potash and nitrogen in the straw, resulting from a crop of 100,000,000 bushels, taking the average yield of straw at one ton per acre, and the average yield of wheat at 15 bushels to the acre, and it cost practically the same amount, \$66,000,000, making a total of \$132,000,000 to bring the quantity of fertilizers from Toronto to Saskatoon that were shipped out in 100,000,000 bushels of wheat, and the quantity which was practically all destroyed when the straw was burned in Western Canada. Now it is only a matter of time until it will be necessary to replace in the soil that quantity of fertilizer and we should be looking forward to the time when the necessary constituents will be available. Part of that can be overcome by encouraging the milling industry so as to develop to a much larger extent than at present time the export of flour. Under that system a large part of the by-product will be retained in the country and used in the fattening of stock, thereby encouraging the live stock industry and a considerable part of these fertilizing constituents would thereby be retained. Now another phase of that question: We are endeavouring also to utilize the straw by carbonizing it and utilizing the gas for domestic purposes, that is for heating, lighting and cooking, and in the carbonized residue a large percentage of these constituents remain, especially potash and phosphorus. If we are to be successful in working out processes in carbonizing the straw a great deal of these difficulties would be overcome.

The CHAIRMAN: Just before leaving straw, your calculation was that the straw from which you mentioned a profit was the straw from a hundred million bushels.

Professor McLAURIN: Yes.

Mr. McGIBBON: Did the cost of the fertilizer you mentioned include freight from Toronto?

Professor McLAURIN: The cost of the fertilizer, and of course the freight is \$1,500,000 or \$2,000,000.

Mr. McGIBBON: And that would amount to about \$1.13 a bushel.

Professor McLAURIN: Yes, about that.

Mr. McGIBBON: And that is thrown away at the present time.

Professor McLAURIN: Take oil, coal and iron, that we are importing a tremendous quantity of, over 50 per cent of our coal, into a country which contains $17\frac{1}{2}$ per cent of the coal. We know there is no coal in Quebec or Ontario, but if we are exporting it is possible to develop an export trade in the west with the Western States, Washington, Idaho, and Montana. We have coal also at the Atlantic and at the Pacific Coasts and in the Hudson bay. We are closer to the European markets than the other countries. It seems to me that we should be able to develop a large export trade in this country and even if we are importing into Ontario and Quebec it will be offset by the other exports. We import 85 per cent of coal and iron and practically all the oil. These materials are the bases of a great national industry and it seems to me that the time has arrived when we should do everything to stimulate the production of these articles at very little cost.

Mr. THOMPSON: I think you have put your finger on the spot when you say that we should do all we can to develop an export trade with Western Canada. That is what we want to do; we know the coal is there but how are we to bring about this export trade?

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Professor McLAURIN: We can organize the industry on a better basis than it is now and get the cost of production down, and we can do the very same thing that is done in business, send the men to get the market. A man in business with certain products in his warehouse sends men out to sell them.

Mr. THOMPSON: You could not sell that coal here in the East.

Professor McLAURIN: Sell it in Washington and other western states.

Mr. THOMPSON: But it is only in the states where they do not produce coal, that is the only market we have.

Professor McLAURIN: We can easily sell it there as far as Alberta is concerned.

Mr. THOMPSON: I understand, Professor, you are speaking of the coal underlying the plains.

Professor McLAURIN: We have coal on the Pacific Coast and on the Atlantic as well, that is for export we can develop the coal areas on the Pacific and on the Atlantic Coasts for the foreign market, but for the United States market we can utilize the coals of Alberta.

Mr. THOMPSON: Well, it is the coal of Alberta that I am thinking of particularly; how can we develop trade between Alberta and the States adjacent to that province? Is there anything we can do to develop that trade?

Professor McLAURIN: Yes, two things, as I have said; that is organize the industry in such a way as to produce coal cheaper than it is produced now. We all know that the industry is very badly organized and we also know there is no coal in those states, and in addition to that better methods of utilizing this coal.

Mr. TWEEDIE: We have all these resources and from the purely financial and economic point of view questions of transportation, of production and of market may enter into it, but from the scientific research point of view to what other uses can we put the material which we have in our country than those to which they are put to the present time? What by-products can we get from our coal that will make it a really national asset, other than the producing of power and heat. In Alberta they have a by-product, coke, in which they utilize the coal to a very large extent.

Professor McLAURIN: Certainly.

Mr. TWEEDIE: What scientific principles can we adopt to produce an asset from the straw which is burned on the prairies every year after the harvest? It is a work for the provinces to solve.

Professor McLAURIN: As far as the economic side of it is concerned.

Mr. TWEEDIE: I think that the salvation is for the farmers to work scientifically and to save these natural products.

Professor McLAURIN: That is what we are endeavouring to do. The combustion for them is most important as we know there is over 25 per cent of the coal which is now wasted owing to insufficient combustion. That is a matter for study to determine a method by which it can be burned economically and the heat utilized.

Mr. TWEEDIE: Just how closely do you think that the industrial and scientific are related from a purely economic point of view? I gather from what has been said that scientific research is very valuable by reason of the fact that often results are obtained which are perhaps not thought of at the inception of the work. Now take our resources in this country, what is your theory in regard to the actual relation between our actual resources and scientific research? Do you carry out your scientific research and produce results which are perhaps not anticipated or do you start from the results and work backward from that?

It would be foolish for scientific men to neglect resources. They go on working from pure love of following up. Here is his knowledge, and where he can, he

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switches that in, and in the doing of that, other ideas come in. It is a stream of thought and of activity that is necessary now. Speaking of markets, do not forget China when you are talking of the West. There is an enormous population there, and we have resources in Canada that would find an outlet in China. The Japanese know that. They are bending every effort to exploit their resources in China, but they have not got such resources as we have. In regard to coal, we know what Germany has done in the way of dye stuffs and pharmaceutical and photographic preparations. We can do that in Western Canada if we have a market, and there is a market in China. That means that we shall have to get our whole Consular system going as well. We shall have to alter our whole outlook. This is the beginning of a national movement, if I judge correctly. If you have a group of men in your central organization, they will furnish suggestions and do a great deal to stimulate the growth of these industries.

Mr. TWEEDIE: In other words, the scientific research which we are considering, will produce results and then it will go one step further and apply these results to the commercial activities of the country?

Professor MACLENNAN: Yes.

The Committee adjourned.

FRIDAY, May 23, 1919.

The Committee met at 10.30 a.m., Mr. Cronyn, Chairman, presiding.

The CHAIRMAN: In response to the request of Mr. Nickle, Professor Clark of Queen's University is here this morning.

Professor CLARK called.

The CHAIRMAN: The usual course is for those who appear before the Committee to make a statement along such lines as they desire and questions are asked. If you prefer to make a statement and answer questions later I think the Committee will have regard to your desire.

Prof. CLARK: I think I would prefer to make a statement first. Mr. Chairman and Gentlemen, I wish to express my gratification at being asked to present my views on the important subject of the development of scientific research in Canada. I can hardly claim complete knowledge on the subject, but such information as I have I would like in response to your invitation to give to the committee. In the short time in which I have known I was to be here I have put down a few ideas I would like to present and crave the indulgence of the committee if I present matters that may have been presented very much more ably than I can give them. Not many Canadian manufacturers yet realize what is being accomplished by the application of scientific research to industry. A paper by Professor Fields on Industrial Research in the United States which appeared in the March number of the University of Toronto Monthly gives a very convincing description of what has already been accomplished in the United States. The largest industries like the Dupont Company, the General Electric, the Western Electric and the Eastman Kodak Company and a number of others are spending very large sums of money annually upon research and getting a very good return for their expenditure and it is the opinion of men in charge of these laboratories that this phase of industrial life is sure to grow. Here in Canada the attempts

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to develop industry through scientific research are not so numerous or not so great with one or two exceptions in the various manufactures, the chemical manufactories, particularly the paint factories, rubber and sugar refineries, in the electrical work and other great manufacturing plants. These firms are employing research men, not as a rule the best trained men, but men are being employed for the carrying forward of this work. Now it seems to be the opinion of every one in touch with the situation in Canada and in other countries, particularly in the United States which I know somewhat better than I do other countries, the opinion seems to be growing that if we are to keep pace with the development in other great producing countries we must make effort to develop scientific research in this country and carry it more and more into the industries. A great many people at the present time are concerned in the solution of the problem, largely through the efforts of the Honorary Council which has been bringing the matter before the country so continuously, during the last two years, but it does not seem that the people of the country as a whole have grasped the importance of this movement. Now the fact that this Parliamentary Committee is sitting to determine just what course should be pursued is in my opinion the most hopeful sign in the whole situation as regards the development of scientific research, indicating that something is to be done. And I have talked with the directors of some of the largest research laboratories on this continent; I have been impressed with the uniformity with which they all say the great problem is the production of trained men; they harp on that continuously that there is a dearth of properly equipped and trained men, and all these men who are in charge of this work seem to feel that this is the great problem of the immediate future, the securing of these men, and I find that they are intensely interested in the question of establishing a greater source of supply.

Last week I visited the Bureau of Standards at Washington, the research laboratory of the General Electric Company and the research laboratory of the Western Electric Company in New York. In each case I spent considerable time with the director of the laboratory and we discussed this point—where we were to go to get the supply of men which is absolutely necessary for the carrying forward of this great movement. I am glad to say that over there they are intensely interested in what is going on here and are waiting to see just what the outcome will be. If I may quote briefly from an address by Dr. F. B. Jewett of the Western Electric Company delivered before the Royal Canadian Institute in February.

(Reads):

“Two courses only appear promising:

1. The establishment of a limited number of large research laboratories which are endowed either by the State or other private or corporate munificence; or

2. The stimulation of scientific research in a more diverse fashion through the universities and higher educational institutions.

The success of the first plan on a scale adequate to the needs of the State would appear to involve a concentration at the limited number of research institutions of practically all the country's leading scientists qualified to engage in fundamental research or in the proper instruction of men for the industrial field. This would tend largely to deprive the colleges and universities of the services of all the men with a research trend of mind and leave them with an atmosphere wholly pedagogical in character. Far more serious than the mere absence from the university faculty of the advanced thinkers, would be the fact that such absence would bring about a condition in which there was nothing to stimulate properly qualified young men to take up scientific research as a life pursuit.

Considerations such as these tend toward an adoption of the second alternative. Such a plan does not and should not contemplate making every so-called

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university or college a centre of research. Financial and legislative assistance of whatever form, should be reserved for those institutions which are equipped or can be equipped with the necessary men and facilities for carrying on properly the work of research and training."

I find that the men in the other laboratories in the United States take not exactly the same view as Dr. Jewett, but a similar view, that the source of supply of trained men is the thing that the nation must look at in the near future. I find myself in agreement with these men that the pressing need is the securing of a steady stream of trained men who shall become the research workers of the future. We have a limited number of scientific men in Canada, many of them in the universities where there is already much equipment. I believe that they can do the most good where they are. If they can be encouraged to devote their energies to research, and have associated with them students who would become infused with the research spirit, more could be done for the country than by the establishment of a dozen research institutes, for our hope lies in the scientist yet to be discovered. Who knows where a Faraday, a Relini, a Ramsay, a Rutherford, a Curie, a Pictet, a Cailletet may appear? The potential scientist must be brought out. Of course, I am speaking as a university man for the utilization of the existing university laboratories, for in them I feel lies the solution of the problem in Canada. May I mention a few simple discoveries that have emanated from university laboratories. I could explain the list at very great length, but I shall deal only with a few of the most obvious and best known. In 1895 Prof. Roentgen was conducting experiments in his laboratory at Wurtzburg with a glass tube from which the air had been pumped out. He passed an electric spark through the tube which was completely covered with black paper, and he noticed that a nearby paper coated with platinum cyanide of barium glowed brightly. He traced the phenomenon back to the interior of the tube and found he was dealing with a hitherto unknown form of radiation. Not knowing what it was, he called it X-rays. He soon found that some bodies allowed the rays to pass through well, others not so well, and also that these rays affected the photographic plate so that shadows cast by dense bodies could be seen and photographed. What has developed from this discovery? In the hands of research workers all over the world, the tubes and accessory apparatus have been developed until every medical practitioner is equipped with the X-ray outfit and the service it has rendered in the war is incalculable. Bullets, fragments of shell, or any other foreign bodies are seen and removed, fractures of bones are seen easily; tuberculosis of the lungs even when not far advanced is easily seen, and various other diseases make their own peculiar shadows on the plate. Each year sees a new advance, and these are coming more and more through the efforts of research workers. Last week, while at the General Electric Company's laboratory I saw some of the recent developments of X-ray research in the hands of the expert, Dr. Couledge. He has reduced the size of the case from 8 inches or 9 inches in diameter to 2 inches or 3 inches and attached a small transformer. It does not require the tremendous equipment that the doctors have had to supply themselves with during the last ten years.

Then the wireless telegraph and telephone are the outcome of some experiments by Hertz, at the University of Bonn in Germany. Maxwell, Britain's peerless scientist, had foreseen something of the kind, but, while his views remained in obscurity in England, they were investigated in Germany. Hertz found that there were real waves of electrical origin. He found out how to produce them, how to receive them, and found out many of their properties. His work laid the foundation, and step by step the apparatus and methods of use have developed until now we may telegraph and even telephone from Ottawa to London, and probably before long, to Australia. But this great advance has come only through the painstaking efforts of a great number of men in laboratories all over the world. The time is not far off when you may call up a friend anywhere in the world and hold conversation with him.

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The thermos bottle or Dewar flask, as it is called in the laboratory, was invented by Sir James Dewar of the Royal Institution at London to hold his liquid air and liquid hydrogen. Necessity was the mother of this invention, as of many others. A recent writer has said, "if a thing can really be conceived, it can be made". This is the attitude of the modern scientific research worker. Sir James needed a heat tight bottle and made it, a marvel of simplicity, but how it adds to our comfort in winter or in summer. You may be interested to know that in England they are being manufactured now of steel instead of glass but are not likely to supersede them.

You ride on the street cars and never think of the motors under the car with their intricate mechanism or of the great dynamos at the central power stations. Without the work of Faraday, again of the Royal Institution, working in his little laboratory in the cellar, no power-mission would be possible. Of course, some one else would have discovered what Faraday did, but he would have been a lonely experimenter working away for the pure love of the work. Without this lonely worker, modern electrical science would be an impossibility. The telephone was a result of the same initial discovery of Faraday.

We have all heard a great deal about optical glass since the war began. Optical glass is a fine variety of glass suitable for optical instruments, like telescopes, microscopes, field glasses, range finders and the like. Why are we so dependent on Germany for fine optical instruments? Because Prof. Abbe of the University of Jena made an exhausted study of glass manufacture, and with Schott discovered a long series of new glasses with such properties that new lenses could be made which had been regarded as impossible. The Prussian Government subsidized the work, and the great works at Jena became famous and supplied the whole world. Of course, through prodigious effort we have now discovered how to do the same things, and can do just as well as the Germans in this as in many other things. Lord Kelvin of Glasgow was knighted for his work in connection with the Atlantic cable. The first cables were pierced by ignorant misuse, and until Kelvin brought his laboratory experimenting to bear on the problem, the submarine cable was doomed to failure. He found out the trouble, and remedied it.

You have heard a great deal about fertilizers and the great nitrate deposits of Chili, a great deal about the need for nitric acid for making explosives, as well as fertilizers. To make these a supply of nitrogen is necessary and the great source of supply is the atmospheric air. Some of the best processes for extracting nitrogen from the air require the use of extreme cold, so far below zero that air becomes a liquid like water. Then the nitrogen can be separated from the oxygen. Liquid air was for many years an interesting curiosity of the laboratory. Who had heard of the cost of helium until very recently? Had we gone on a few months more every one would have known about it. Helium is a very rare gas nearly as good as hydrogen for filling balloons, but unlike hydrogen it is not inflammable. Fire is a great and ever present danger with hydrogen-filled balloons. The United States Government, upon earnest solicitation of the British Government, undertook to find a helium supply. This was discovered in certain natural gas wells, of which we have some in Ontario and the gas was being produced at the rate of thousands of cubic feet per day when the Armistice was signed. I am told it was on the docks in cylinders ready to ship at the time of the Armistice. Helium was discovered by astronomers in the sun's atmosphere long before it was known on the earth. It was discovered by Sir William Ramsay as a component of the atmosphere of the earth, and it has been sought for diligently for years.

Upon questioning one of the men in Washington I found that helium existed in some of those gases to as high a percentage as one per cent, so that there is a very large supply of helium when we know how to get it.

The nitrogen-filled lamp was a result of scientific investigation by Langmuir of the General Electric Company, at Schenectady. It has been superseded by the argon-filled lamp. Who a few years ago ever heard of argon? It is another of those rare

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gases discovered by Ramsay in the atmosphere of the earth. It is inert and odourless, tasteless, less everything but existence, therefore useful in the lamp where it cannot act upon the filament. I might go on almost indefinitely, but I forbear. Who shall say that the recent work at Cambridge and Manchester, McGill and Toronto, on the structure of the atom and kindred problems will not result in the most revolutionary industrial application? It is almost certain that we shall see all of this new knowledge applied to processes and results now undreamed of except by a few. It is probable, indeed certain, that the more we expand our scientific vision, the more hope there is for us as a nation, industrially and otherwise. It is research or obscurity. Our resources are great, but we must do more than use them. We must find new ones, new methods, new products and new application. To do this we need a stream of workers, far greater than we at present can hope to have. If we go in for this research—and we surely must do so—we should not be content with scratching the surface with imitations. We should begin by establishing a system of training workers and create a scientific atmosphere as it has never been done in any country. This country is rich, a few millions spent on research will yield untold millions and prestige beyond our dreams. Wherever there is a laboratory equipped with men of the right type, make use of it. Whenever an institution or an individual is willing to make the financial or personal expenditure of money or time, he should be encouraged to do so.

At Queens University we have already begun to work out a plan which we hope will lead towards this desired object, largely through the influence of Mr. Nickle, one of our trustees, who has, from the first of the agitation for research, been kindly interested in this development. Largely through his influence we have been enabled to establish a Research Department, and we are encouraging our men to engage in research. We furnish the equipment so far as we can, and assistance on a modest scale, and are hoping soon to relieve professors of their routine duties, so that they may engage in the research. We are establishing courses for the training of research workers which are attracting the men, and they can be attracted by work which is actually in progress as they can be attracted in no other way. I have been struck by the intense keen interest with which our students observe the small amount of research that is going on at Queens, and how interested they are as they come up to the first, second and third years of their course to know more about it, and they are asking questions, whether they cannot get into this kind of work, so that I am firmly convinced that the way to attract these men into the research field is for them to see research going on around them, and to feel the influence of the research spirit through the universities. One large smelting company has already made an arrangement with the universities whereby its laboratories are utilized for their research problems. I regard this as a temporary measure, but it is one of the things we are trying to do to link up the industries with the university, and let them take advantage of the university facilities. We have recently appointed on our staff a mineralogist with long training in the laboratory at Washington, and during the war his time was given almost entirely to problems in glass manufacture. He was with the Pittsburg Glass Company working on problems in regard to optical glass. We are trying to equip a laboratory for him, so that he can go on solving these problems of glass manufacture. Our efforts have met with some success, but they are on too small a scale. They are not meeting the present need of the company sufficiently. During the war a similar plan was carried out in Great Britain. I may quote briefly from the report of the Privy Council for scientific and industrial research of Great Britain 1915-16, as follows:—

“If the universities get their full share of the new work in pure science they will do much, but they can do more. They can also with their existing organizations assist smaller firms and less important industries to solve the problems immediately in front of them, and they can, no doubt, attack those fundamental problems of research in applied science which are not too complex

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or too extended in their nature. The chemical constitution of the stilbene dyes was, for instance, worked out at the University of Leeds, research into the nature and constitution of cellulose fibres has recently been suggested for the school of technology at Manchester; the de-gumming of silk is being investigated at the Imperial college of science and technology; the design of steam nozzles for turbines has been the subject of research both at the Royal Technical College, Glasgow, and at the University of Manchester."

What was being done, and what is being attempted on a small scale at Queens, can be duplicated at other university laboratories if the arrangement can be made. The things to be accomplished under such a plan are these: the solution of such problems as are not well handled in industrial laboratories, the training of the future workers and the gradual education of the whole people to the importance and value of research through close contact with it and its results, and in this way the interests of university laboratories can be linked up so that these industries can gradually become self-supporting in their research effort, and finally stand on their feet. At the present time in the United States the research movements have gone further than in Canada. The universities there seem to be getting weaker in their scientific faculties, so that there are very few first-class men left there to do the necessary training. All sorts of remedies are being proposed. For example, the distribution of federal funds for certain institutions for research and development. That has been proposed in a Bill before the American Congress known as the Smith-Howard Bill, the fate of which is more or less uncertain. It will probably come up before Congress, which is about to convene but no one dares to predict what the outcome will be. Second, the linking up of the universities with the industries, so that each may supplement the other. Dr. Whitney of the General Electric laboratory, told me that this proposal was being considered. In Schenectady there is a college known as Union College with an Engineering Department, and the proposal is that the Engineering Department of Union College and the research laboratory at Schenectady of the General Electric Company shall co-operate so that each shall furnish some for the other. That is to say, that the college laboratory may have the benefit of the General Electric Company's laboratories, while the General Electric people may have the benefit of the men at Union College.

MR. SHEARD: How many students have they at Union College?

PROFESSOR CLARK: I cannot tell you exactly; I think in the neighbourhood of 500 or 600. In the Engineering Faculty which is the strongest, I should say there were between 300 and 400; but that is not from definite information.

MR. SHEARD: My reason for asking is that I wish to know whether the work purposes to instruct employees or to train scientific men.

PROFESSOR CLARK: As I understand it, the movement is for a two-fold purpose; to enable the General Electric Company's laboratory to have men trained at Union College, and then they would get them later. From the Union College laboratory the men would be turned their way, on the other hand, there would be a strengthening of the university department through the influence of the great research laboratory at the works. The third proposal which I heard last week was this: it seemed to meet with little favour, that university classes should be conducted inside the research laboratories of an industry. These people seemed to feel that the supply of men from the universities is so limited, and is becoming of such a character, that they cannot utilize them very readily as they come in. That proposal was actually made, that university men should go to the laboratories of the works and conduct classes there so that their research workers in the laboratories could have association with university men. Prior to the war, perhaps no country had done so much in the direction of solving industrial problems as Germany.

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MR. THOMPSON: Do I understand that the research workers in these industrial laboratories are not university men?

PROFESSOR CLARK: No, they are, I think, almost all university men, but Dr. Whitney and Dr. Jewett, and men of their type seem to feel that the supply is too limited, and that the character of the training they get is not quite what they want. That is to say, they do not come in thoroughly equipped as research workers.

MR. NICKLE: That is from the universities?

PROFESSOR CLARK: From the universities. The point I am trying to make is, that the best men who ought to be in the universities training younger men for future work are going to the industrial laboratories and to the Government laboratories, leaving the universities less well equipped for the training of future workers.

Perhaps no country in the world, had, prior to the war, done so much in applying scientific research to industrial as Germany. That was due to her broad system of federalized scientific education. In that country, many factory managers held post-graduate degrees. It was not superior scientific ability that gained Germany her success, for they were not equal to those of England, for example but rather to have greater attention to the training of men and the better understanding of the place of the scientist in the industrial system.

Another advantage that would accrue from the establishment of research centres in university laboratories is the very great value that comes from the contact of pure and applied science. The pure science of to-day is the practical matter to-morrow. Then again, the methods and equipment of the industrial laboratories are of tremendous aid to the worker in pure science. Much of the equipment is common, much is not common, but I believe that the very great success of the General Electric's laboratory at Schenectady is due to the constant intermixture of the so-called pure and applied science. Recently, I tried to get one of the best men from one of these laboratories to take a position at Queen's University. He is largely a pure scientist, but he declined on the ground that the opportunities for research in that industrial laboratory were so much better than in the average university laboratory that he felt he could accomplish more as a pure scientific worker in the industrial laboratory than he could in most of the university laboratories. Any attempt to separate what we call pure science, and what we call applied science will work out to the detriment to both. There is no dividing line. It is impossible to say where pure science begins or ends, and where applied science begins or ends. The over-lapping is so great, and appears in such unexpected ways and places, that it is a very dangerous thing to try to separate them. For example, Dr. Davy of the General Electric showed me last week some pieces of metal that had been japaned, covered with a hard resisting black varnish, and with much grief he told me that he arrived at the method for doing this work through some experiments with the X-rays trying to kill the parasites in cigars. That is, his experiments led him to a new process for japaning metal. What the process is, I do not know.

Whatever plan is to be adopted for Canada, I should like to appeal for a Bureau Standards founded on a modest scale to keep pace with the needs of the country. At present, if I wish a thermometer calibrated or a set of weights standardized or some electrical instruments tested, I must send them to Washington. That should not be. We should have a place here in Ottawa where such instruments could be sent and taken care of at once. We should have provision for this kind of work so that this obstacle to research may be removed. These standards laboratories should contain facilities for testing and standardizing all kinds of scientific instruments, should have facilities for standardizing materials, and for researches in connection with standardizing work. But in all of them, the Bureau should be the servant of the research workers of the country and not their master. Autocracy in research would be fatal, and any attempt of a single laboratory to direct or control research would be most detrimental. To

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draw a large number of research workers in the country into such a laboratory in a large country like this would mean that for the most part the laboratory would be too remote from the people to excite their interest. The large number of men required would be removed from universities or localities where this interest might be kept up. The local interest should be held. The problems in different parts of the country are different. The people do not think altogether the same about the problems. It would be better for the problems of British Columbia, for example, to be studied out and solved there where the people would be in touch with what is going on near the seat of these problems. I predict a far greater interest in them. Then the independents of point of view of the different laboratories working not necessarily in the same fields, but in similar fields, a something that should not be overlooked. Two men never do things in the same way, and two men working on the same problem arrive at different results, particularly if they work independently of each other, and do not know each others work too intimately.

But what seems to me the strongest plea is the gradual scientific education of the people by means of which they can come to understand the importance of research in connection with the life of this country. In this direction, I believe that several centres of research will produce far greater results than a single centre. We are not yet a scientific people, and we need to become much more so. The more laboratories we can have solving the problems of the country, the more people will come to realize the importance of this work and the more heartily will they support it. Any movement for the development of research which does not consider or provide for the education and training of the workers who are to be needed in the next generation, will fall far short of the success that we ought to have. We depend so much on the understanding of the people, and the more closely the movement can be brought into touch with the people, the more quickly will they come to see the importance of it. My feeling is that we should build on a fairly broad foundation, and not start with a central laboratory which would absorb too much of the scientific work of the country, and leave the universities stripped, to some extent, of their men who are needed so much for the training of the workers to come. I thank you for listening to my views. The opinions that I have expressed are opinions developed from some years experience in research work. I may say that I am Director of Research at Queen's University, and am therefore keenly interested in the success of this movement which is for the development of scientific research in Canada. Anything that can be done to bring about a better understanding of scientific research in Canada, and an increase in the amount of it, is for the very best interest of the country. My feeling is that instead of establishing one great laboratory in a certain centre, we should endeavour to get these universities of the country which are in a position to carry on the work, get them in touch with the industries to the establishment of laboratories within their walls. I feel that we shall have solved nearly all the problems, if this can be done, of linking up the universities with industries, of teaching the people the importance of research, of providing for the future workers of the country, and putting the whole system of scientific research on a broad and secure foundation.

Mr. SHEARD: I would like to have the privilege of asking a question or two, and I wish Dr. Clark to understand that I am asking for information only, and not in a critical sense. I would first ask if he, as Director of Research, has any other professorial or educational duties to perform.

Professor CLARK: Yes, I occupy the chair in Physics.

Mr. SHEARD: That being the case, having had some experience in university matters and in university work as a teacher, I would like to be clear in my mind whether there is any possible danger of a confusion of our work with pure technical education.

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Prof. CLARK: Undoubtedly there is a danger, but the danger can be removed.

Mr. SHEARD: To make myself clear to the Committee, I may illustrate by saying that I had charge at one time of a microscopical laboratory at a university. We were engaged in some degree, and were very pleased to be engaged, in research work of a microscopical nature such as, for instance, the application of analine dyes to the human tissues. It was a very attractive subject, but it would not be, in my humble judgment, very fertile in results along the lines which I think this Committee is aiming at, namely, the conserving of the resources and wealth of the community. That is one of the objections which I would like to see removed, if your plan is carried out, and if you could just elaborate on how that could be done, I would be pleased.

Professor CLARK: The way we are trying to work it out at Queen's is this: I expect to be relieved of my professional duties just as rapidly as the research department develops. That is left to me. I can be relieved of such professional duties as may seem advisable to drop in order that I may give my attention to the direction of the research department. But I feel that a slight contact with the student body is almost necessary if we are to attract the young men into that work which I feel is one of the very great advantages of the university system. We get the source of supply. In some departments, of course, undoubtedly it would be true that the association of the men with research would not be so obvious. Take for example the department which deals with microscopical work, though I do not want to say that it cannot be connected up with research. In the Department of Physics, which is closely associated with the engineering school, there is a tremendous opportunity to link up the work of the university with the work of the industrial laboratories. In regard to metalurgy, for example, a professor of metallogy can do very efficiently the work of the research laboratory. For example, in our metallurgical laboratory we have two men, one of whom gives the larger part of his time to research, and only a very small part to teaching. The other gives more attention to teaching and less to research. We do not know how it is going to work out, but it seems to be working out very well so far. The work is so new that I would not say that we have the very best, but we are making the attempt of benefiting industry through the use of our laboratory, and if some other industry can be helped we would like to find a way to help it. We hope to find the best system.

Mr. SHEARD: Assuming that the Government adopted that policy and set aside a certain amount of money to endow the various universities; assuming that the Government gave \$100,000 to Queen's University for that work, would there not be a tendency to divide the money among certain departments, say for example, physics, chemistry, and probably biological chemistry, and there might be a separate department of pure science apart from physics or possibly astronomy. Would there not be a tendency to do that. Of course, there would be demands from any department that thought it had some connection with scientific research. I am speaking of the various branches of the one institution.

Mr. NICKLE: You are speaking of the intra-mural allocation?

Professor CLARK: Yes, I think there might be a danger of something of that kind happening if it were not very carefully safeguarded, but it seems to me the situation could be saved by giving only to those departments which are serving some definite industry or some definite need of the country, letting the university take care of its own research work, such as pure science, but such funds granted to such university might, at first at least, be tried out in certain lines and restricted to these lines.

Mr. SHEARD: Could the universities not assist by selecting from their science graduates, or those graduates who have an intimate knowledge of one or more branches of applied science, the men who, they thought, by their college course had a faculty,

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or a qualification for original scientific work, and then transferring them to pursue that idea in the national institution? What would your opinion be about that?

Professor CLARK: That is quite possible, but based on my own experience of the last few years, and the experience of other men who are very closely in touch with this kind of work, my answer is that these men are not attracted into that field as readily and as quickly. They do not feel the touch, they do not feel the influence of the work as they do when they come in contact with that work which is actually going on right under their view. For example, in our own work we find the men attracted to these fields by seeing the work going on, and the news of that work going through the university is bringing a large number of men to that work, and that is where the necessity for the association of these young men with this kind of work appears, in order to get the men to the work early and get them started. I find that they see the work going on, and then they want to go in. That has been my experience for the last year. Here is a piece of work going on, and they ask: "Can we not get into this?"

Mr. SHEARD: If a graduate wished to pursue that work, which would take two or three years at least, I should think, some provision would have to be made for his maintenance and a sum of money paid to him in the shape of an emolument, to keep him, to reward him, and to make it worth his while. Would that not be necessary?

Professor CLARK: Oh, yes.

Mr. THOMPSON: You referred to the application of science to the industrial supremacy of Germany before the war. Did the German Imperial Government subsidize industrial research?

Professor CLARK: My opinion is not very definite on that point.

Professor FIELDS: Not for industrial research in any case, but they had an engineering school.

Mr. SHEARD: Some years ago, when I took a nine months' course in Germany, as I understand the system was to provide free education and educational facilities in particular lines of construction and development which the various students might choose to select, and that was the *modus operandi*.

Mr. THOMPSON: Did the German Imperial Government have a central laboratory?

Professor CLARK: Yes, there is a central laboratory.

Mr. SHEARD: Subsidized by the Federal Government?

Professor CLARK: Yes.

The CHAIRMAN: At Charlottenberg.

Mr. THOMPSON: Do I understand you to say that you are in favour of a Bureau of Standards?

Professor CLARK: Yes.

Mr. THOMPSON: I gather from your remarks that you are not in favour of the institute side of this bureau. We have been referring to it as a Mellon institute. I would like to ask your opinion as to whether you think, in the event of the institute side of the bureau being established it would offer a field which does not now exist in Canada for post-graduate scientific work.

Professor CLARK: Please repeat your question?

Mr. THOMPSON: There are only two universities in Canada giving post-graduate work in science?

Professor CLARK: Yes.

Mr. THOMPSON: You say the great thing is to have a source from which to draw the scientific men, and a field in which they would do the work?

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Professor CLARK: Yes.

Mr. THOMPSON: Would this institute side of the bureau offer a field?

Professor CLARK: I think it would, but not to the extent I would like to see the field develop.

The CHAIRMAN: Professor Dayton C. Miller, Applied Science, Cleveland, is here to-day and the Committee would like to hear from him.

Professor DAYTON C. MILLER: I feel somewhat embarrassed in the situation, because the question, as you have it here, is one about which I know nothing whatever. I am entirely unprejudiced, as far as your questions are concerned, and I have been engaged for nearly thirty years in teaching physics in the School of Applied Science in Cleveland an engineering college, and we have to do very largely with industrial problems and industrial research, and the school is primarily for applied science. I may say that I am fairly well acquainted with all of our large research laboratories. I have known the Bureau of Standards since its organization, and known all of its principal men, and acquainted with the Westinghouse laboratory, and the one at Schenectady, and the Cleveland laboratories, such as the National Carbon laboratories, and a great many other industrial laboratories of smaller sizes, and I have had occasion to see a great many students who have lately gone into these laboratories in the Bureau of Standards at the present time.

In the Bureau of Standards, I have eight of my own students at work, and some are going into the Western Electrical Company, the General Electric Company, the International Carbon Works, and other large industries. The head of the International Carbon Works is one of my graduates. A new laboratory in connection with one of the large industries at Cleveland has just been started in which some of my students are concerned. I could name many others. I have talked with Professor Duncan, who originated the Industrial fellowship, and who established the Mellon Institute. I have had direct personal communication with four specific industrial fellowships in colleges. So that, while I am not well acquainted with the particular questions at issue here, I have some rather definite opinions with regard to the relation of research to industries, and perhaps I may make a few remarks at random, and then perhaps any questions that may be asked will bring out more clearly my views. I have had occasion to talk with many scientists about the conditions which Professor Clark has brought to your notice. We talk a good deal about them in our country, both industrial and college men. I have been in Washington a good deal during the last year, and three or four weeks ago I was at a meeting of the National Academy where the question of the relation between industrial laboratories and colleges was discussed. Some of the difficulties mentioned by Professor Clark are prominent in the United States. The fact is that the industrial laboratories are draining the college laboratories of their best men, and that is due to the fact that the salaries in the industrial laboratories are larger than those offered in the colleges. I find that my own students are inclined to go into the industrial laboratories rather than remain in university work. There is a difficulty in getting proper instructors. In connection with my work in the School of Applied Science, I have my own interests in the pure science side of the question, and have throughout many years been carrying on scientific research. My personal feeling is that scientific research of a fundamental character is of the utmost importance, but I also feel very strongly that any industrial entanglement of that scientific research is detrimental. I do not know where one could be in a position to realize the conflict between the two than in my own position, because we are continually being called upon by the industrial people to solve certain problems. We are called upon for certain work, but we try to keep clear of them and stick to the scientific aspect of the problem. Specifically, I have been studying photo-

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graphy, and the analysis of sound waves. It is a new development which is being carried out in other laboratories and I want to develop that as a general method of research. I had not been at this work more than two years when a large manufacturer of ball bearings in the United States hearing of our work applied to the president for a permission to endow an industrial fellowship and to have a man come to my laboratory. They said they would pay all expenses, and he would nominally be my assistant. They were interested in the noises produced by ball bearings, and our president thought it was a splendid idea because it would link up the industrial interests with the college. I saw that if a man came to my laboratory, he would not only take up my time, but he would be expected to work continuously, while I work at intervals. He would use our apparatus, which had cost thousands of dollars, and which we could not duplicate, because it would take years to provide it, and I also realized that if he came there I should be nominally his assistant and would have to help him to develop this research problem for the ball bearings company. I absolutely refused to have a man come into my laboratory. I did however, without any charge spend three or four weeks studying the noises produced by ball bearings, and sent them a report. We had another industrial fellowship, and a gentleman came to the School whose problem was to investigate something relating to paints in the metallurgical line. I gave him a room, and he went to work. He seemed to feel that he had the privilege of using not only that room, but the services of the members of the faculty. He came to the members of the faculty for advice a dozen times or more in the course of the year. We would talk two or three hours about his problems, and it was my duty as a member of the faculty to advise him. He stayed there for a year, and did some work for his concern. They patented the device, and informed us that they did not want any more facilities. All the other members of the faculty felt the same way as I did. I agree very heartily with the idea that there should be a central laboratory. I do not know much about the points that were discussed by Dr. Clark, but I do feel that while the Government should support research and provide a place for the solution of problems in the industries, those facilities should not be confined to individual concerns, but should be available to anyone who wishes to make use of them. I feel that in the colleges research should not be hampered by any direct industrial associations or relations. The difficulty still remains that the industries attract the young men, and I think something must be done to make college research equally attractive in order to train young men. Instead of yielding to the industrial pressure, I would prefer to see some effort made to bolster up universities in some manner. That, perhaps, is your plan. They should be helped so that they can carry on pure scientific research independent of industrial control. Then they will be able to provide the men. I had a student who has just made good. He went into the General Electric Company's laboratory where they have one thousand two hundred trained workers in research. He is now one of their leading men, and gets a salary of \$6,000 a year. I saw him recently, and asked him how he would feel about retaining a place in the industrial laboratory or going back to a college, and what inducements he thought the college should offer. He said that he thought most men would feel as he did that if the college could offer two-thirds of the salary offered by an industrial laboratory, a great many of the best men would prefer the college atmosphere of pure research rather than the industrial laboratory. He said that while the laboratories of the Western Electric Company were splendid they felt under an obligation to make good in industrial research. They were allowed to do a good deal of scientific research, but it was understood that they must make good in the industry, and he personally would prefer to be in a pure science laboratory. In Cleveland there has been much discussion over the establishment of a municipal university. The municipality taxes itself and contributes to education, and one of the strong arguments used by the City Council was that the college would have its professor of mechanical engineering and

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its laboratories, and that when the city had some problem of municipal investigation to undertake it would only need to send to the college to have it done. We are opposed to the idea because we feel they would simply overwhelm the college and the research workers and make them servants of the City Council instead of allowing them free to do their work. We have therefore been fighting the proposal. I support the idea of Government assistance to research, the Bureau of Standards' idea, and the encouragement of research in the universities in whatever plan might be deemed wise. I think they should encourage it in all universities, but my own opinion is that such research should be entirely removed from any industrial supervision or control, or from anything more than mere suggestion.

Mr. NICHOLSON: Your position is that the university should be an educational institution purely.

Professor MILLER: Yes, I think that research men for the industrial laboratory should get their fundamental education in a university atmosphere. They need additional instruction, as Dr. Clark indicated. Their general education should be obtained in a university atmosphere, and not in connection with colleges. The University of Cincinnati is teaching its graduates by sending them into the shops for part of the time. We have studied that with great thoroughness as to whether we should connect our laboratories with the city, and we are very decidedly of the opinion that we should not. We think it is not desirable.

Mr. NICHOLSON: In connection with the tendency of the better men to leave the university, and to deprive themselves of the opportunity of the instruction accorded by the university if the open door to the pure scientist could be made more attractive, would it not offset that tendency and tend to create a desire on the part of the men to remain in the university until they were equipped in a more thorough manner.

Professor MILLER: I think there is a tendency of that kind, but there still remains the difficulty that as soon as they are equipped, whether as graduates of engineering or in post-graduate courses, for many of them go up for the doctor's degree, many of the better men are attracted to the industrial laboratories by the greatly increased pay. Some of these men ought to remain in the universities to continue instruction. We are not quite disabled as yet, but there is a tendency to leave the universities without adequate teaching forces.

Professor FIELDS: But pure scientific work has a greater attraction for these men?

Professor MILLER: I think that was pretty clearly brought out. At present, I am looking for an assistant professor of Physics, and I find that a number of men are willing to return at a reduced salary, that is at a lower salary than they receive in the industrial laboratories. Specifically, the colleges have been paying a man for his first year's work from \$1,200 to \$1,500. I was told ten days ago by the Western Electric man that the average research man in their laboratories was paid \$2,400.

Mr. SHEARD: Do you think that the best training for research work is in the pure science department?

Professor MILLER: I do, particularly for the fundamental training, until he has got his degree. I am firmly of that opinion. The man should be rather free from specialized industry until he has got his doctor's degree.

Mr. MCGIBBON: The difficulty is that the intensive commercialism of the present day offers a man a better salary than he would get in the universities.

Professor MILLER: That is the difficulty.

Mr. NICHOLSON: Would it not rather appear that the necessities of the industrial situation were opening up a larger field for the scientific worker? What is required is a greater number of men.

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Professor MILLER: A great number of men, and they must be trained in the highest possible degree. I was speaking to Dr. Lang Muir, one of our industrial research men, and he expressed the view that the remedy was to train these men in the colleges. He felt that the colleges should either have funds appropriated from the Government, or raised by taxes or by increased tuition, so that they could offer inducements to the better men to remain on the teaching staff to train men for the industrial laboratories. The difficulty is to retain the best men on the teaching staff. Dr. Lang Muir was of the opinion that while the tendency is for the best men to leave the universities, the colleges must make their work more attractive, and he wanted men trained in pure science, not in the industrial laboratories.

WEDNESDAY, June 4, 1919.

The Committee met at 10.30 a.m., Mr. Cronyn, Chairman, presiding.

The CHAIRMAN: We have Doctor Miller, Professor of Physical Chemistry in the University of Toronto, with us to-day, and I presume it is the pleasure of the Committee that he be heard.

Dr. W. L. MILLER: I thank the Committee for the honour done me in inviting me to appear before it, and also the Secretary for having sent me a copy of Dr. Macallum's address in which certain concrete proposals were laid before the Committee. I am glad to say that I find myself in substantial agreement with most of these. I am glad to give my support to the work of founding an institute of research and to bring the support of a number of gentlemen whose names I shall give.

There is one matter which I would like to deal with first. A question was asked by Mr. Nickle, "Which is cause and which is effect? Is it the lack of demand by the establishments, or the lack of supply from the universities that makes so little research work in Canada?" Then again Mr. Nickle asked "You think that if the universities had produced the men, the industries would have absorbed them"? Again he remarked "So that it is the universities' lack of appreciation that led to the small number of men being employed by the industries". These were very general questions, and the answers had to be given in a very general way. I should like to supply some information as to our experience in the case of chemical industry, which I think will throw a good deal of light on that phase of the subject. If a student in Toronto wishes to take a university course in chemistry, he takes the honours course in the faculty of Arts. For some time there has been a similar course in the faculty of Applied Science which has now been amalgamated with the Arts course; they approached so closely to each other that they were turned into one course. This honour course in Arts includes instruction in chemical research to all students who take it. That has been the law and the practice since 1892, that is to say for 27 years. During all that time, any student in the university who took the honour course in chemistry had, as part of his undergraduate work, instruction in chemical research. During the last 15 years or so, practically the whole of the fourth year has been devoted to research. There are some five lectures a week, and some of the students who wish to teach spend a few hours a week in the biological laboratory, but all the rest of the time, during the fourth year, is devoted to chemical research.

Mr. NICKLE: That was compulsory?

Dr. MILLER: Yes.

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Mr. Ross: Laboratory work?

Dr. MILLER: Yes, practically the student's whole time was devoted to research. These students were divided up among the professors, so as not to bunch them, and now that there are more we are making a further division.

In this we differ from the practice of the American Universities, and anticipated the recommendation of the Royal Commission on the University of London, and that of the recent Royal Commission on the teaching of Science in England. The latter body urged a fourth year of research after three years' preliminary study; we have the advantage over the English Universities that here this fourth year is compulsory, whereas there a student may leave the University with his degree after the three years' preliminary training. We have had experience of the results of such an option. In the Faculty of Applied Science they used to give a Diploma at the end of the third year, and a Degree at the end of the fourth year; until the Diploma was discontinued, never more than half the men stayed for the fourth year—our students are not rich men, and many felt they had to go out and earn their living at the earliest moment.

In thus providing training in chemical research, the University of Toronto does not stand alone in Canada. Professor Ruttan of McGill informs me that there is a somewhat similar arrangement for the honours chemistry students studying for the degree of B.Sc. and I understand that in Queen's University a similar arrangement is in force, or in contemplation. Perhaps I should say that when speaking of the University of Toronto, I am not trying to advertise that university or to make invidious comparisons between the Canadian universities. I merely refer to it by way of illustration, and because it is the university with whose work I am most familiar.

The student who made a beginning in research in his fourth year, and who wished to continue research after graduation, had opportunities for doing so. During the year before the war broke out there were ten assistants half of whose time was reserved for research; five half days per week were given to helping in the large laboratory classes, and the other five half days, and the whole of Saturday, were devoted to research. Some of these men stayed two years, or even three; we did not encourage them to stay too long, but from what I have said it is plain that there have been good opportunities for a man to learn to carry out chemical research in the University of Toronto. There have never been very many men in the honour chemistry course; I think that half a dozen graduates per year would be about the average during the 27 years. We never tried to induce large numbers of students to take up this course, and I am going to tell you why we did not do so. I am going to give you the facts which led us to take that course, by telling you what became of the men who took the course. To begin with a number have become professors. One of them is a professor in British Columbia; two are professors in Macdonald College, and one in the University of Bishops College, and for some time there was one in the University of New Brunswick. One is in the University of Bristol, he is the only one in such a position in England. Now where are the others? They hold chairs in the State Universities of North Carolina, Alabama, Wisconsin, Nebraska, Utah, Michigan and California, in the Michigan school of Mines, and in the Minnesota Agricultural Experiment Station; one has just been offered an appointment in Ohio. Twelve in the United States, as against four or five in Canada (excluding members of the staff of the University of Toronto itself). I should not forget to mention that the late Robert Kennedy Duncan, formerly professor at the University of Kansas, who began the work the Mellon Institute was founded to continue, was one of our graduates, and received his first training in research in Toronto. Every year we receive, and are glad to receive, papers giving accounts of experimental researches carried out by these gentlemen or by others under their direction; they are doing good work—in the United States.

Now I will tell you what happened to the other graduates. Some are in the Government departments; in the Department of the Interior in Ottawa, in British

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Columbia, in Saskatchewan, and throughout the West. Others are connected with the experimental farms in Ottawa and in the West. Some are in the Mines Branch, some in the Ontario Bureau of Mines and Bureau of Health or in the civic laboratories of Toronto, Edmonton, and Saskatoon, and some have found employment in the mining region north of Toronto, at Cobalt, Victoria Mines and Sudbury. A few—Dr. McCallum told you there were not many, and he was right—are in Canadian Industries, in the Canadian Consolidated Rubber Co., for instance, in the Partridge Rubber Co., and in the Gutta Percha and Rubber Co.; in the Northern Electric Co., the Canadian National Carbon Co.; at Shawinigan; and in the Atlantic, the Dominion and the British Columbia Sugar Refineries, etc. But, as in the case of those who have gone into academic work, the greater number, and the best paid, are south of the border, in rubber works, oil, gas, soap, salt, abrasives, explosives, electrochemical works, etc., not doing routine work under somebody else's direction, but in responsible well paid positions. We keep no list, and my information is derived from private letters and conversations and chance meetings, but I know that one of these men receives \$15,000 a year, another \$8,000, another \$5,00, and a number 3,000 and \$4,000; several are managers of chemical works, one is the head of the research laboratory of a large corporation and a number of others are on the staffs of other research laboratories, two that I know of (in Michigan and in Illinois) are at the head of successful companies manufacturing products invented by themselves.

I think these illustrations will help to make it clear why we did not try to get more men into the chemistry department. We were turning out half a dozen men a year and Canada did not need that number. If we sent out more men they would simply leave Canada. We knew that, and we deliberately did not try to boom that department in order to get students into it. The same thing went on during the war, although the Professor of Chemical Engineering and I compiled a list of eighty men from the two departments (not nearly all of them graduates, of course) doing chemical work for the British and Canadian Governments. At the beginning of the war there was a great cry for picric acid; the making of it involved the use of potash, and potash was not to be had. In the laboratories of the Faculty of Applied Science they found how to substitute soda for potash, and established a process in 1915 which turned out four or five tons of picric acid per day. But where? In Perth Amboy, New Jersey. There was a shortage of magnesium; the Electrochemical laboratory found out how to make that metal, substituting soda for potash as in the other case, and in January, 1916, a plant was in operation which finally produced 400 pounds of magnesium per day—that plant was set up at Rumford, Maine, but this was not the fault of our Canadian Universities.

The same thing is going on yet. Last year one of our graduates left a laboratory of the Government here in Ottawa, where he was looking forward to \$1,800—to take a position in a United States company at \$3,000—initial salary. Two of the men who recently left the Forest Products laboratory have gone to the States. A gentleman employed in chemical research at Winnipeg by the Hon. Advisory Council was successful in his work, and was promptly offered a position in a Pittsburgh company, where he now is.

It seems to me, Mr. Chairman, that I have supplied material for an answer to Mr. Nickle's question:—"Is it the lack of demand by the establishments, or the lack of supply from the universities that makes so little research work in Canada?"

MR. NICKLE: Do I understand that you say the universities would have supplied the men and could have supplied them, provided there was a demand in Canada for them?

PROFESSOR MILLER: I put it stronger than that. The universities did supply the men, but we could not place them here, and the reason was not that the men were no good, for they have made a great success of their work in the United States.

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Mr. NICKLE: Were there greater commercial and financial opportunities in the United States than in Canada?

Professor MILLER: Yes, without comparison. We saw these things a long time ago, as far back as 1902 we were just as clear about this subject as we are now. We saw what had to be done was to get up a little propaganda, and I think nothing the Advisory Committee has done has produced better results than their efforts to let people know what can be done in the industries here, and what is being done elsewhere. Our plan was to found in Canada a branch of the British Society of Chemical Industry. There are now 380 members of that society in Eastern Canada, and another fifty in British Columbia. These different Canadian sections of the society are now getting together so that all the members in Canada will have one central organization. I am asked, I take it, how can this Committee of the House of Commons help the application of science to industry in Canada. My experience leads me to say that propaganda is one of the things needed. My impression is that you cannot get any better propaganda than through the Society of Chemical Industry, because this society is not composed exclusively of chemists, but a great many manufacturers belong to it as well. The Chairman of the Hydro-Electric Power Commission, for instance, is a member, and the General Manager of the Consumers' Gas Co., the General Manager of the W. L. Davies Co., heads of iron, lumber, leather, glue, varnish, paper, milk companies, etc., etc. I will give the Chairman a copy of the membership list, with a mark opposite the names of members who are not professional chemists, but manufacturers, etc., there are some 65 of them; my object is to show that this is not a purely professional society. Such a society is in a position to do a great deal to help the situation now existing. If they received a grant from the Dominion Government it would be possible to establish branches all over the country, in addition to those now existing at Toronto, Montreal, Ottawa, Kingston, and British Columbia; these branches bear their own expenses, but without a fund to pay the expenses of an organizing secretary and of men to address the meetings, progress in founding new branches is very slow. I do not suggest a large sum, say \$5,000 a year, and if this does not result in doubling the membership in short time it might be discontinued.

Mr. THOMPSON: What would be the justification for paying money out to this society?

Professor MILLER: The object of the society is to get managers of technical businesses who are not chemists to see the advantage that would accrue to them through the employment of scientific assistance. It is the same kind of propaganda that has been done so well by the Honorary Advisory Committee, but I think it can be done better through this Society, because this society contains in its membership most of those engaged here in doing scientific chemical work in technical industries; they are personally acquainted with the manufacturers, and, if I may answer the question a little flatly, propaganda by men like that has a great deal more effect than propaganda by a professor. I am a professor and I have tried it. These people work in the plant, they bring a friend in, and he brings a friend in, and in a year these men are members, and increase the influence of the Society. I am inclined to think that is the way in which money spent on propaganda would bring in most returns, but I would not suggest a permanent grant; try it and see whether there is a good result, and if so increase the grant. A manufacturer who joins shows this much interest at all events, that he is willing to pay an annual fee to the Society of seven or eight dollars. I will leave with the Chairman a recent number of the Journal of the Society of Chemical Industry, and copies of some of the papers that have been read before the branches in Canada; these may help to give the committee an idea of the work done by the Society.

This finishes the first matter I wished to bring before the Committee. In the branch of science with which I am concerned, at all events, the Universities are turning out more capable research men than find employment in Canada, with the result that

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many leave the country. To remedy this what I have called propaganda is necessary; I have pointed out why in my opinion the Society of Chemical Industry is the best existing organization for this purpose; and I have suggested that a moderate grant to that society would be the most efficient and economical method of obtaining the results desired.

The second way in which I wish to suggest to the Committee that money should be spent—because I take it that is the way the Committee proposes to help—is in connection with chemical literature. One thing that scientific chemists cannot get on without is the German “compilation” literature, the books that contain an account of all chemical work that has been done throughout the world, properly indexed and kept up to date that does not exist in any language but the German, and it has been cheaper for English speaking chemists to learn German than to pay for the translation and maintenance of such compilations. If any chemist had come before the House of Commons a few years ago and asked for money to get books translated from German into English, he might have been considered not intelligent enough to be a good chemist, and he might have been asked why he did not learn German; but during the war this question has been taken up very seriously in England by the Chemical Societies there.

They have sent us a proof of the resolution and the conclusions they came to. It is called “The Report of the General Committee of Chemical and Allied Societies, *re* the Question of Publishing Chemical Bibliographies in the English Language.” They go into the reasons for coming to the conclusions which they came to, and they point out how the use of the German language has been a great asset to the Germans. I will leave this report with the Secretary of the Committee but perhaps I may quote from it an address delivered during the war by Professor Leblanc of the University of Leipzig on “Germany’s Share in the Development of Chemistry”. He said:

The manifold scientific results are causing chemical literature to expand to an unparalleled extent, and from year to year the importance increases of a reliable means of reference by the preparation of detailed hand books and of literature registers. The problems have been faced on the German side in a praiseworthy manner, and two and a half million marks (£125,000), have just been collected for the further expansion of literary activities. Up to the present time, no other nation commands such organized information, and it is practically impossible to make up the initial German advantage. Every foreign chemical student is obliged to fall back on German chemical literature, and in this manner chemistry acts as a missionary of the German language.

Even during the war the University of Toronto made it compulsory for every student of chemistry to learn German. He has to take a three years’ course of it because he can not get on without it. This English Committee proposes to replace these German books that we have been using for years, and they have ascertained how much it is going to cost. They are only going to bring out four books. One is on organic chemistry, one on inorganic chemistry, one on physico-chemical data, and the fourth on organic chemistry patents. These books will cost \$550 a set, but I may explain that the first “book” has 18,000 pages, the second 16,000 pages, the third 1,200 pages and the fourth 18,000 pages, and each, of course, will be bound in a number of volumes.

Mr. THOMPSON: Your idea is to have these books translated into our language?

Professor MILLER: Not merely to have them translated; the idea is to have them re-written in English and kept up to date. They estimate the cost at £129,000, that is over \$600,000, and if they sold every copy they would make a profit. But what chance have they to sell 2,000 sets of a book which costs \$550 a set? Do you think it would be a dignified thing for the Dominion of Canada to bear 15 per cent or 20 per cent of the deficit?

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Mr. THOMPSON: Why? We can get these books, can we not?

Professor MILLER: Certainly you can by paying \$550 a set.

Mr. THOMPSON: What do you mean by a set?

Professor MILLER: One copy of each of the four books I have mentioned. Of course whether the Dominion Government does anything or not, the larger Universities will get these books, in my opinion, however, apart from the obvious political and sentimental advantages of having such works in our own language—Professor LeBlanc has set them out for us in the passage I quoted from the report—the greatest practical advantage from their publication will accrue to men who from lack of early opportunity or from any other reason are ignorant of the German language. To all such, at present, the most important books for the research chemist are illegible.

Mr. THOMPSON: Your idea is to get the Government to provide the money to buy these books?

Professor MILLER: I would suggest that you give a grant towards the expenses of publication. This might perhaps take the form of an order in advance for ten or fifteen complete sets at double the price proposed; in that case the books when they arrived could be distributed where they would be most used. Of course we do not need to do anything to help on this enterprise; I believe that with or without our help it will be carried through. But the work is for our good as well as for others; we too have proclaimed ourselves interested in the advancement of scientific research; here is an important enterprise getting under way—let us do our share with the rest.

Mr. THOMPSON: Before we can ask the Government to do these things, to take money out of the public treasury, we must be in a position to explain to the public what the object is.

Professor MILLER: I quite appreciate that. The reasons why our government might well support this project for the advancement of scientific research among English speaking peoples are set out in the printed copy of the report which I have placed in the hands of the Chairman. That is the second matter. The third and last thing I propose to deal with is the question of the research institute advocated by the Honorary Advisory Council. A year ago this matter was brought before the meeting of the Royal Society in Ottawa, when the following resolution was adopted on the recommendation of Section III of the Society:—

“That this Society urge upon the Government of Canada the establishment of a Dominion Laboratory for scientific measurements similar to the United States Bureau of Standards; and that the following be appointed a committee to confer with representatives of other scientific societies, and to make recommendations as to the organization of the proposed institution: Messrs. E. Deville, L. V. King, O. Klotz, A. S. Mackenzie, W. L. Miller, and Stansfield.”

A similar resolution was adopted by the annual meeting of the Canadian section of the Society of Chemical Industry, and a similar committee was appointed.

After discussion with the members of these committees, I drew up a detailed plan and sent a letter, a copy of which I have here, to each member, and obtained their comments on the plan. I have brought these comments here so that you may have an opportunity of reading them. There are letters from Messrs. Deville, Ellis, Goodwin, King, Klotz, McIntosh, Mackenzie, Stansfield, Wardleworth, and Burton. One feature that was new at the time these suggestions were made was the appointment of a Council or Board for the proposed Institute. I will just read a paragraph from page 3 of the circular letter:—

“To keep the interested public in touch with the institution there should be a Council, consisting of members appointed”

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and the consensus of opinion was for two or three years

“by the Government, the Royal Society of Canada, the Canadian section of the Society of Chemical Industry, the Canadian Society of Chemists, and the Canadian Manufacturers’ Association.”

The members were asked to suggest what others should be on the Council, civil engineers, mining engineers, universities, etc. It was suggested that this Council should meet at regular intervals, not less often than four times yearly, and that their expenses should be paid; that they should have the fullest information as to the work in progress or contemplated, but that the responsibility of deciding what was to be undertaken should rest with the directors; that an annual report should be issued by the Council jointly with the directors, and that applications for grants should be made through the Council. Through such a body, the members of the important scientific and technical societies of Canada would be kept in close touch with the work of the institution and could have their views and wishes brought to the immediate attention of the directors. The latter would find the Council of the greatest service in dispelling misapprehensions, and in gaining public support for their work. I believe I am right in saying that this Council or board is part of the scheme that is now under consideration. It seems to me that it might properly be part of the duties of this board to listen to applications from a university or from one of the Government Bureaus here in Ottawa. Such an application might say in effect: Here is a piece of work that we think ought to be done; we can do it in our laboratory more conveniently than you could do it in yours. Will you therefore help us to finance it? The Council should listen to such an application and if they thought favourably of it they might provide for it in their estimates, and thus in effect go to the Government and ask for the necessary money. I think such a scheme would give the universities a chance to ask for what they want. The Council of the proposed Institute would have to take the responsibility of refusing or concurring in the application.

Mr. ROSS: What position does Queen’s University take up? Does it take the position that the universities should turn out these research men?

Professor MILLER: I think they would like to see direct grant from the Government to the universities.

Mr. ROSS: For research work in the universities?

Professor MILLER: Yes.

Mr. ROSS: Have you not rather strengthened their case in that regard?

Professor MILLER: I sympathize with Queen’s very strongly, but the difficulty I see would arise from the applications of 19 different universities to the Government for a grant. I do not believe that the Government and the House of Commons would consider that favourably, and I do not believe in asking for more than I am likely to get.

Mr. THOMPSON: That is the crux of the whole question as to the future of scientific research, as I see it. Is the research to be done by the universities, or by some central bureau here? I would like to have from Professor Miller a clear statement as to which system he favours.

Mr. WHIDDEN: Before that question is answered may I say that I am not sure whether Dr. Thompson means specific industrial research.

Mr. THOMPSON: It is industrial research that I have in mind.

Mr. WHIDDEN: Then may I ask Professor Miller whether he was referring to industrial research or to general research.

Professor MILLER: The question you ask makes the distinction I was going to make in my answer to Dr. Thompson. I took the trouble to find out whether the pro-
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fessors in the University of Toronto would like to see a "Mellon Institute," or something analogous established in the university, and they would not; of course I didn't see everyone, but that is the general opinion.

Mr. Ross: What was their objection?

Professor MILLER: I think their objection is that the Mellon Institute plan is too far from the work they are engaged in. I think the Mellon Institute plan is this: The manufacturer pays, he expects to have the results of the work for his own exclusive benefit, and unless he gets results pretty quickly he will be disappointed, at least I think that is likely. I think the university would be glad to have an opportunity of carrying out some definite part of an investigation that was undertaken by the institute in Ottawa if it were within their powers. The university would be glad, I think, to help to that extent, but I think they feel that they would not like bargaining with manufacturers, because in the long run the university would lose more than it would gain. That, I think, is their feeling.

The CHAIRMAN: You think that the practical difficulty is that a direct appeal to the Dominion Government would not result in grants being made to the universities as a whole. You say there are 19 universities. That is one of the practical difficulties as I understand you.

Professor MILLER: That is one of the practical difficulties.

Mr. Ross: Would one of the difficulties not be that if a grant were made to the 19 universities, there would be great trouble in apportioning the money. Some would get only a small grant, and it would be ineffective.

Professor MILLER: There is one thing I would like to say as regards the small university. Suppose a small university got a grant of \$2,000. That would be a very small grant but it would make a great deal of difference to the professor who had the spending of that money in carrying out research work. I think that such a grant given to the smaller universities would lead to the professorships being sought by good men, not because of the salary, nor because of the undergraduate work, but because of the opportunities afforded of doing research work. I do not think there would be any immediate return to the Dominion Government, but I believe that in the long run such grants would be of very great service.

Mr. Ross: Do you think they might do more effective work than the larger universities?

Professor MILLER: I can remember when there was only one professor of chemistry in the University of Toronto, and the appropriation for the department (excluding salaries) was \$400 a year. You can judge what \$2,000 for research would have looked like to us in those days, can imagine good men competing for positions in the smaller universities if such a grant were given.

Mr. THOMPSON: So far as pure research is concerned, it should be confined to the universities, and industrial research is not included there.

Professor MILLER: I would not prevent the institute in Ottawa undertaking pure research.

Mr. Ross: You would not prevent the university from doing industrial research?

Professor MILLER: Not if they wanted to do a certain thing and knew that they could do it better or more conveniently than in the other laboratories.

Mr. Ross: You think that if the university would take up that work they could do it properly?

Professor MILLER: Yes.

Mr. THOMPSON: They would have to have a much greater variety of plant than any university in Canada has at present.

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Professor MILLER: They would; that is true.

Mr. THOMPSON: How would they finance themselves for that?

Professor MILLER: If the representative of a university applied to the Board of the new Institute, as I have suggested, he would naturally ask to be allowed to undertake work for which he had special facilities of some sort.

Mr. THOMPSON: In all these investigations, we have to evolve some distinct plan which we can recommend to the Government. We cannot ask the Government to establish a central research plant here, and also to subsidize the universities. So far as I am concerned, I am going to support either the one thing or the other.

Professor MILLER: If you proposed to subsidize the universities, would you let the Provincial Governments take the onus of distributing the grant?

The CHAIRMAN: It will depend very much on the temper of the House. I do not know what view the House may take as to giving grants in aid of provincial education. That remains to be seen. It strikes me from what I have heard, that there are two very distinct needs, one the need of the universities for aid from some one to enable them to train the men and to train them first in fundamental or pure science. We need the men, and universities are the only establishments where they can be turned out, and then we also need something to handle industrial research. Our problem is, can we combine those two? We have had the view strongly expressed that the attempt to hand over to universities industrial research would not only produce bad results in the matter of industrial research, but would commercialize the universities and spoil them.

Mr. THOMPSON: Professor Miller is the second gentleman who has expressed the view that universities do not want to handle industrial research because it will result in commercializing the university.

Professor MILLER: Assuming that one of the universities has got very good equipment for carrying on metallurgical work. Suppose some metallurgical work comes before this proposed central institute to be dealt with, I think it should be in order for a representative of the university in question to come before the Board of the Institute and ask whether they would arrange to have that piece of work carried out in the university. That is a very different thing, from the university's point of view, from having technical questions from all kinds of industries brought for solution to the one university without regard to its equipment in the various branches. By listening to applications such as I have suggested, the Council of the central institute could make use of the plant and staff and special knowledge of the different universities without any one being forced to undue expansion.

Mr. THOMPSON: Are we going to ask the Government to subsidize the universities and establish institutes analogous to the Mellon Institute as well? Or are we going to have a distinct scheme and say, "Let the universities evolve a plan and get money from the sources from which they have already got it"? As far as we are concerned, shall we say to the universities, "Continue the work you have been doing, and we will give you a field for the operation of your highly scientific men in our institute." I do not know what the Committee will do, but that is one of the things I have in mind.

Professor MILLER: Do you think it would spoil your scheme if you added that in case the body at Ottawa here decided to take on a particular investigation, they might be allowed to sublet it to a university?

The CHAIRMAN: That would be in the hands of the Advisory Council.

Professor MILLER: In answer to the other question you asked, I should be very glad indeed if this committee could find any way to assist the universities financially in the work they are doing. Speaking for myself, I think that would be particularly beneficial to the small universities, and I believe that, while you might not get any

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immediate result, you would build up a collection of good laboratories with good men competing for the professorships. That is one of the cases where you have to put in the money in advance and then wait a little while.

Dr. MACALLUM: We have had a number of applications from Maritime universities for grants for special investigations. These grants must involve the payment for apparatus that should belong to laboratories. As Dr. Miller suggests, there may be small laboratories where grants might be made for payment of the expenses of certain investigations.

Mr. WHIDDEN: Is it well for us at this stage to go into a discussion that will naturally concern the Committee in reaching a decision when we are hearing the witness. These matters should be discussed when the Committee is in session by itself after we have heard the testimony.

The CHAIRMAN: Except so far as a discussion of that kind may tend to bring out expert information.

Professor MILLER: That is the way I understood the question. By way of supplementing my evidence, I should like to leave with the Committee a short printed account of recent work done in the University of Toronto by the School of Engineering research, and a copy of one of the papers from the chemical laboratories.

The Committee then adjourned.

FRIDAY, June 6, 1919.

The Committee met at 10.30 o'clock, a.m.

Mr. Cronyn, Chairman, presiding.

The CHAIRMAN: Mr. W. A. Hamor, Assistant Director of the Mellon Institute, Pittsburgh, Pennsylvania, will address the Committee.

Mr. HAMOR: At the present time, gentlemen, manufacturers in the United States are spending annually ten million dollars in chemical research, and perhaps an equivalent amount in physical and mechanical investigation. The chemical research relates largely to the discovery of new processes, the improvement of existing processes, the cheapening of products, standardization work, and a certain amount of research applied to public service. Some of our biggest corporations find it advantageous to keep before the public the fact that they are engaged in research work, showing that they are progressive, and that they are alive to the needs of the public; and that has led to the organization of associations, research by groups of manufacturers, and in that way we are carrying out a most effective work. The Mellon Institute of Industrial Research, the home of the system of co-operation between science and industry, founded by the late Doctor Robert Kennedy Duncan, in 1907, was dedicated in 1915, and this building, with its equipment, is generally regarded as being a complete experimental plant; in fact, it is the most thoroughly equipped industrial chemical institution in the United States. Our growth has been progressive and steady, and at the present time we have 47 industrial fellowships in operation; on these fellowships 77 research chemists and engineers are employed. According to our system of applied research, a company, an association, or an individual, and in some instances a state or government, may become the donor of an industrial fellowship, by contributing a definite sum of money to the institute for a period of at least

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one year. This amount is in every case adequate to defray the salary or annual stipend of the chemist or engineer whom we select to work on the problems, the solution of which is of interest to the donor, and also to cover the purchase of any necessary special equipment, largely apparatus or mechanical equipment. The Institute furnishes the use of its permanent physical, mechanical and chemical apparatus free of charge, provides laboratory space, and every facility for the successful conduct of the work, as well as constant supervision, and an atmosphere which is sympathetic to fruitful work. In addition, we have splendid library facilities and machine shops, where we can turn out any mechanical apparatus that is required. We are able to do that through our private appropriation. That endowment now brings us in a return of \$60,000 a year, and industrial firms are in addition contributing \$250,000 a year. That makes \$310,000 coming in annually. The \$60,000 is used to maintain the institution, and to make it an efficient instrument for the industrial fellowship. The industrial fellows are paid from the \$250,000 a year, and that also maintains the operation of their laboratories, unit plants, and so on. The usual operation of accepting a fellowship is this. A manufacturer having a problem or group of problems requiring study submits them to the administration of the Mellon Institute. Since we only accept one fellowship in any one field at any one time, this is considered from that viewpoint as well as its importance, because, since we are now spending \$60,000 a year and have 47 fellowships, these fellowships each cost us \$1,400 a year to operate; therefore we have to be very particular that the proposed fellowship is of enough importance to require our attention for the period of a year. Usually the industrial fellowships are renewed year after year or until the completion of the work. Sometimes the problem is solved in a year, and the manufacturer starts in with other investigations, so that we have fellowships which have been running for five years or more.

There is a variety of problems under study. We have work in bread, yeast, laundering, petroleum, in leather belting, and many other subjects. Each one of the 47 fellowships is in a distinct field of industry, and I think it would be well here to mention some of the things we have done in the improvement of processes. Perhaps our biggest accomplishment in recent years has been the discovery of Arkady yeast food. That has saved the donor of the bread fellowship half a million dollars a year by cutting down the cost of yeast and reducing the amount of sugar used. This donor, the largest baking concern in the United States, has a bakery in most of the big cities of the east and middle west. Arkady yeast food is based upon the discovery of Dr. Henry Kohman and his assistants, that certain salts stimulate the growth of yeast, and in that way cheapens production. These preparations were used by the British and French Governments during the war, and, of course, it was used by the American Government, too. Many other things have been discovered at the Institute. For instance, in the matter of dental cement, before the war various cements were imported from Germany, cements which produced an enamel-like finish upon solidification. We were able to work up a cement which was far superior to any of those, and that has been in the market now for over a year. A little over a year before it was put on the market it was tried out by several hundred dentists in order to receive an expert opinion as to its efficiency.

Another interesting line of accomplishment is in the field of insecticides. In fact, the work of Dr. Hedenberg is said to be the most important accomplishment in applied entomology in the last twenty-five years. Our work on petroleum has been going on for eight years. During that time, we have discovered several new processes of making gasoline, and also important refining methods for petroleum. In addition to that, we have devised processes for making chemicals from petroleum. A considerable amount of work has been done in connection with natural gas. The Institute has also worked out a new process for producing acetylene which is probably more economic than the calcium carbide process.

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Dr. MACALLUM: Is that on the market?

Mr. HAMOR: Would you like me to explain something about it?

Dr. MACALLUM: Yes.

Mr. HAMOR: Of course I am not privileged to tell much about it. The donor has that information. We have carried the process through the unit plant stage, and the donor plans to put it in large scale operation in the near future. I may also mention some of our work in the field of industrial engineering, and of our work on refractories. There is an organization of 84 of the largest refractor manufacturers in the United States for which we have been doing standardization work, the standardizing of refractory products.

Mr. THOMPSON: What do you mean by refractories?

Mr. HAMOR: A product which will stand a high temperature, like furnace brick, or metallurgical brick.

Mr. THOMPSON: Has it any connection with refractory ores?

Mr. HAMOR: No; except minerals used in the manufacture of brick. There are hundreds of problems in connection with the manufacture and use of refractories. Another investigation relates to new uses for various products, like magnesium. Magnesium was put on the market during the war and there is a big demand for it, but we want to have new uses. We are also trying to find new uses for sulphur. When you consider that sulphur is one of the cheapest materials we have, costing about a cent a pound, there are many possibilities if we are able to get new uses. Some of our best known investigations have been in the chemistry and technology of laundering under the auspices of the Laundry Owners' National Association. We do the work for 2,500 companies, and have succeeded in improving and rendering more effective the various processes of laundering. We have prepared a special manual of washroom formulas which has been distributed to all the members of the Association. In addition, we have worked up separate reagents, like soaps and sours, study bleaching processes and detergents for textiles, etc. We have a little laundry in the Institute. In every case when a piece of work justifies it, we put in a small plant in order to duplicate as nearly as possible the conditions which obtain in the factory. When a process under development gets beyond the laboratory stage, we erect a unit plant near the Institute where the economics of the process are studied. With regard to the relations with the donating companies, each Fellowship which comes to the Mellon Institute is the subject of a definite agreement between the company concerned and the Institute. We have published a brochure about that and I think you have received copies of it. We make no agreement for a less period than one year. The average foundation sum of an individual Industrial Fellowship is \$3,500. Of that sum, approximately \$3,000 goes in salary to the incumbent of the Fellowship. That is, the Industrial Fellow gets that sum, while the remaining \$500 is an apparatus fund.

Mr. THOMPSON: How is your Institute financed? Do you get any Government assistance?

Mr. HAMOR: None at all. Our income is from two sources. First, \$60,000 per annum comes from our founders, the Messrs. A. W. and R. B. Mellon, bankers of Pittsburg. The remaining \$250,000 comes from donors of Industrial Fellowships. These Fellowships range in foundation sums from \$2,500 to \$10,000 a year.

The CHAIRMAN: Would you elaborate that a little further and explain to us how the Institute interests those industries? What is the actual machinery for getting a certain industry attracted to your institute?

Mr. HAMOR: Dr. Robert Kennedy Duncan carried on the pioneer work in that connection, and the work was primarily educational. For instance, Dr. Duncan found it necessary at first to call upon industrial concerns which he thought had problems

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requiring investigation, and he interested them in the Industrial Fellowship system. We moved into our new building in 1915, and then we passed the experimental stage. We had twenty-three Industrial Fellowships. We have been able to double that from the accomplishments which we have been able to make. At present, we have a waiting list of five or six companies anxious to put in Fellowships as soon as we can find the necessary space for them. We are full to capacity, and there will be only one Fellowship accepted during this summer. That takes the place of one which has expired. We have carried on publicity work in a dignified way. We have brought the importance of research before the manufacturers. As a usual thing, we publish ten or twelve papers a year on the importance of research and we average twenty-five reports of research a year. These papers are distributed to industrialists throughout the country who are interested in these things, and in that way they see that the Institute is doing good work, and that research properly does pay. But what has made our work most attractive, particularly to the small manufacturers, has been that the cost of research at the Mellon Institute has been reduced to a minimum, the founder of the fellowship merely paying the salary of the research man and the cost of the necessary special equipment. We have shown that we can carry out work for \$3,500 a year at the Institute, which would cost \$30,000 a year to duplicate in a plant laboratory put up specially for that purpose.

The CHAIRMAN: Tell us what becomes of the profits from the patents for these discoveries? Have you any rules governing that?

Mr. HAMOR: Yes, a rule that all discoveries made on any industrial fellowship becomes the property of the donor thereof, and the Institute reserves the right to publish the results of each investigation three years after the expiration of the Fellowship, with the understanding that the publication thereof does not unduly injure the interests of the donor. Sometimes there may be only certain aspects of an investigation reported; but in every case we try to publish the results of our work, although all the discoveries on each investigation become the property of the donor.

Mr. THOMPSON: What is the minimum amount received from a manufacturer or individual or association for the establishment of a fellowship and the time limit of that fellowship?

Mr. HAMOR: We will accept no investigation for a period of less than one year. In that way we show that we do not attempt to conflict with the consulting chemist. We take only protracted inquiries—ones requiring at least a year or so for investigation and solution.

The CHAIRMAN: And the amount?

Mr. HAMOR: The amount is primarily dependent upon the type or research man for the work. For instance, our Fellows' salaries range from \$1,200 a year to \$5,000 a year. We have at the Institute men who have a national reputation as experts in certain branches of technology. For instance, Howe, Kohman, Elledge, Curme, Garner, and other men of that type, who are known all over the country as our leading men in their lines, and to obtain and keep men of that calibre you must pay good salaries.

Mr. THOMPSON: So that the man applying for a fellowship would have to have enough money to pay the particular type of man they want for the research work.

Mr. HAMOR: Exactly. A man puts in a fellowship and leaves it to us to decide what should be the foundation sum for this fellowship. We select the suitable man, and of course we determine exactly what type of man is wanted. A manufacturer would not be able to do that, speaking generally. Let us take a hypothetical case. A manufacturer wishes to work up a method of making a new dye. He submits his problem to the institute. We find it does not conflict with any investigation in opera-

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tion, and we accept it. The agreement is entered into for the sum which we determine. For work of this kind it would take a man with a salary of at least \$3,000 a year, a man of considerable training, and of course we advise each donor to get the best man he can, to pay as much money as is necessary to secure the highest type of research chemist or engineer, and the donor always leaves it to us to decide upon the type of man, and also to select the man. In fact, we will take no investigation under any other conditions.

Mr. THOMPSON: I do not think I have made myself quite clear yet. Take a hypothetical case. The manufacturer asks for a man and you select one, and you pay \$3,500 a year to him. The manufacturer agrees to pay that sum for one year. That is the minimum.

Mr. HAMOR: Yes.

Mr. THOMPSON: He may agree to pay that for four or five years, may he not?

Mr. HAMOR: Our investigations last from one to two years, and beginning a piece of work we will generally accept it for one year, and if it is an industry where there are constantly a number of problems coming up, we will take it for two years. We have several in operation for two year periods. Is that an answer to your question?

Mr. THOMPSON: Not quite. I understand you have a permanent income of \$60,000.

Mr. HAMOR: Yes.

Mr. THOMPSON: And the balance of the income, \$250,000 comes from fellowships?

Mr. HAMOR: Yes.

Mr. THOMPSON: How are you assured of continuing an income of that sort if the fellowships only last one or two years? Do I make myself clear?

Mr. HAMOR: We have a waiting list for one thing, five or six firms who want to put in fellowships, and most of the companies that establish industrial fellowships at the institute renew the fellowships year after year. If we show that we make good on an industrial investigation, the donor thereof is so impressed that he renews the fellowship and gives us other problems to work out.

Mr. THOMPSON: That is the problem I wanted to get at, as to the continuing of the revenue.

Mr. HAMOR: We could have a hundred fellowships if we had the room for them. There would be no trouble about it, because our manufacturers are awake to the realizable functions of research; they know that research properly executed pays, that chemistry is the intelligence department of industry, and that chemical research is the best agent for the extension of manufacture. For that reason they take the viewpoint that investigation, inquiry and research are the bases of progress in manufacturing, and we have no trouble about interesting people; in fact, they come to us and want to put in fellowships. We have had firms almost beg us to take fellowships from them, but we could not do it, owing to lack of space.

The CHAIRMAN: Do you do anything in the way of helping the formation of associations? You have spoken of the Laundrymen's Association and this big bread company. Does the Institute issue any propaganda, or do the trades form associations so as to be able to donate the fellowships?

Mr. HAMOR: Not directly. We play some part in the stimulation of association work. That is, we have shown that a small company, which could not afford to spend three or four thousand dollars a year in research work, if joined with other companies in similar lines of business, could contribute several hundreds and the association could then put in a fellowship, and each company member would profit therefrom.

The CHAIRMAN: We are starting at the beginning. We would like to know just what are the first steps to make this successful. As you say, you make good, and the

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men come to you. The question is what are the first steps to take to interest industries throughout the country?

Mr. HAMOR: It requires an extensive round of dignified publicity; journal articles showing the value of research, addresses before associations and groups of manufacturers, interesting them in research, and the careful distribution of literature.

The CHAIRMAN: Have you anything to do with the marketing of the product which is the result of your discovery and research? For instance, as to insecticides, what do you say.

Mr. HAMOR: Dr. Hedenberg's work on insecticides will be eventually finished and he will be taken over by the company, if he desires, and put in charge of the manufacturing department. He is now developing the processes and finishing his research work. The Institute advises on marketing products developed for donors, but does not participate in actually selling these products.

The CHAIRMAN: Can you work out from the start the various steps you have taken in your research? You spoke of a unit plant. You have the Institute, but you go further and actually erect nearby a complete factory to prove up. Could you give shortly the various steps which are taken by the Institute?

Mr. HAMOR: Immediately after the appointment of the incumbent of a fellowship, his first work generally is bibliographical, making a study of the literature in order to familiarize himself with the problem. He then goes to the plant of the donor, and spends some time there, usually a week or two, depending entirely upon the complexity of the different problems. He returns to the Institute, equips his laboratory, and starts work. He orders in the special apparatus that he needs. At the conclusion of the laboratory work—it is sometimes termed research on the test tube scale—we put up a unit plant and study the economics of the process developed. It is usually done at the Institute but sometimes at the plant of the donor interested. The Fellowship works out the economics of the process, and if he shows it to be profitable on a unit scale, the company takes it up and makes a large scale installation.

The CHAIRMAN: Where do you yet your men?

Mr. HAMOR: That is our biggest problem. At first we went out to the universities for men, but gradually, as our work came to be better known, and the positions became more attractive, we got a line of applicants, and we have, speaking on the average, from 100 to 150 select applications on file all the time. Our positions are attractive in that they offer good opportunities for productive research and, upon the successful completion of the fellowship work, a permanent position with the donating company.

Mr. THOMPSON: How long has your Institute been operating?

Mr. HAMOR: Since 1911. From 1907 to 1911 the system was in operation at the University of Kansas, and in 1911 it was transferred to the University of Pittsburgh.

The CHAIRMAN: In 1915, you got into your present premises?

Mr. HAMOR: Yes, in 1915 we moved into our permanent building. We had passed out of the experimental stage. Up to that time the system had been operated in a demonstrational way. It had been in the adolescent stage up to the time we moved into the new premises.

Mr. THOMPSON: Could you give us an approximate idea of the amount of money involved in the establishment of the Institute at the University of Pittsburg and now as you have developed it?

Mr. HAMOR: At the University of Kansas, the first Fellowships were on laundering and bread-making. They had six or eight Industrial Fellowships in operation when Dr. Duncan came to Pittsburgh. In September, 1912, we had eleven Fellow-

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ships in operation, and when we moved into the new building, twenty-three. At the present time we have forty-seven.

Mr. THOMPSON: How much money do your plant and buildings represent at the present time?

Mr. HAMOR: Our building and equipment cost about \$350,000.

Mr. THOMPSON: The present buildings?

Mr. HAMOR: Yes. The first building cost \$10,000. It was a frame building, which is still standing. That was a building put up in 1911 for the department of Industrial Research at the University of Pittsburgh.

Mr. THOMPSON: It cost \$10,000?

Mr. HAMOR: Yes.

Mr. THOMPSON: And your building to-day cost what?

Mr. HAMOR: \$350,000.

Mr. THOMPSON: And equipment?

Mr. HAMOR: That cost includes our permanent equipment.

The CHAIRMAN: Was that donated by the Mellons?

Mr. HAMOR: Yes, the building was erected through the generosity of Messrs. Mellon, and in addition they have provided a foundation which gives us an income at the present time of \$60,000 a year.

Mr. THOMPSON: What was the original endowment?

Mr. HAMOR: It was not endowed up to the time our building was erected. When Dr. Duncan accepted the professorship of industrial chemistry at the University of Pittsburgh, the University paid his salary and erected the first building, which cost \$10,000 and maintained it itself. In 1913, Dr. Duncan interested the Messrs. Mellon in the Industrial Fellowship system, and they donated the money for the erection of a permanent building. Upon going into the new buildings, and getting everything organized on the present basis, they assured us of their support.

Mr. THOMPSON: That is to say, they gave \$350,000 for the buildings and equipment, and an endowment besides.

Mr. HAMOR: Yes, we ask for an annual appropriation and this they furnished us. For the past two years, our administrative appropriation has averaged \$60,000 which has been provided by the Messrs. Mellon.

Mr. THOMPSON: Did the Mellons pay this money, or have they a fund invested in that particular Institute from which they could draw? I want to get the basis on which this Institute is financed.

Mr. HAMOR: The Messrs. Mellon pay this money. I referred to it as an endowment fund because it is equivalent to that, but it is actually an annual appropriation. We have our own board of trustees to administer the Institute, but the money is provided by the Messrs. Mellon. We ask for the money and they provide it. For instance, we intend to enlarge the institute, to complete a fifth floor, and we will get an additional appropriation for it.

The CHAIRMAN: What I think Dr. Thompson is trying to get is, have the Messrs. Mellon set aside say a million and a half dollars, the income of which is devoted to your purpose, or is it simply an annual gift of the amount which you and they consider necessary to run the institute?

Mr. HAMOR: It is an annual gift.

The CHAIRMAN: Something has been said by previous witnesses about this bread Fellowship and a question was asked about the quality of the bread. It is not very important perhaps, but I suppose you can speak as to the quality of the product.

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Mr. HAMOR: The bread is of the very highest quality; in fact, speaking from a biochemical standpoint, it is in every respect a good product.

The CHAIRMAN: What is the name of the company, if it is fair to ask.

Mr. HAMOR: As a usual thing, we are not privileged to give the names of donors, but I do not mind telling you in this case. It is the Ward Baking Company of New York, with branches in the large American cities.

Mr. THOMPSON: How many men have you in the Institute, independent of those Fellowship men?

Mr. HAMOR: You mean in addition to the Fellows?

Mr. THOMPSON: I understand that the Fellows are paid. You do not finance the Fellows?

Mr. HAMOR: No.

Mr. THOMPSON: How many do you pay for?

Mr. HAMOR: We have six men on the administrative staff and we also pay the wages of the janitors, the engineers, stock room men, and office force.

Mr. THOMPSON: What I am trying to get at is how much money is it going to cost us to establish an institute in Canada analogous to the Mellon Institute.

Mr. HAMOR: I can tell you this, that to establish a large research laboratory costs \$3,500 per year per research man. That is, a laboratory of the type of the Eastman Kodak Company or of the Mellon Institute. Your first cost would be \$3,500 per man, and your maintenance charge would be \$3,300 per year per man.

Mr. THOMPSON: I would like to know the minimum number of men that we would have to employ to start this thing here.

The CHAIRMAN: We propose to combine two functions, a Bureau of Standards and an institution like what we call the Mellon Institute.

Mr. HAMOR: Yes, I understand about that.

The CHAIRMAN: That is the problem that Dr. Thompson is asking about. What would be your minimum?

Mr. THOMPSON: Could you give us an approximate estimate of what we would require to establish in Canada a research institute, together with the equipment and the cost of maintaining it? That is really the practical problem that confronts us.

Mr. HAMOR: It seems to me that your building and equipment would require an expenditure of at least \$500,000.

Mr. THOMPSON: Building and equipment?

Mr. HAMOR: Building and equipment \$500,000? That would not include a very elaborate equipment because a physical testing equipment is quite expensive. The Bureau of Standards has probably furnished you with information about their equipment. A chemical and physical research laboratory, presuming it to be of the type of ours, would cost \$500,000 at the present.

The CHAIRMAN: We have had no evidence from the Bureau of Standards yet, so that we are somewhat in the dark as regards that.

Mr. HAMOR: All I can say is that a chemical and physical research laboratory of the type of ours would cost at least \$500,000 to erect and furnish.

The CHAIRMAN: Could you get that in operation with \$60,000, independent of Fellowships altogether?

Mr. HAMOR: No, we could not. That \$60,000 a year only defrays the administration expenses and the cost of maintenance and upkeep of the building.

The CHAIRMAN: Heat, light and power?

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Mr. HAMOR: Yes; and the janitorial and office forces, the library, shop and so on.

The CHAIRMAN: You have given us a figure for establishing; would you venture on a figure for maintenance, independent of Fellowships.

Mr. HAMOR: \$50,000 per year. You mean just for the operation of it? The administrative staff and upkeep of the building would cost about \$50,000 a year.

Mr. THOMPSON: Whether we can go into the Fellowship business is another question. I understand that the Fellowships are a separate thing. The Fellowship branch of your work is self supporting?

Mr. HAMOR: Yes.

Mr. THOMPSON: We may or may not go into that, but if we establish a research laboratory, we shall have to have a permanent force of researchers, and therefore we shall have to provide an annual sum for that purpose.

Mr. HAMOR: You can figure on \$3,300 per man per year. That is for ten, and above. It would be impossible for me to anticipate how many men you would have. Suffice it for me to say that for the maintenance of your building, and the salaries of the permanent staff, that is administration, would be \$50,000. That should be adequate. For your laboratory staff \$3,300 per man per year should be sufficient. That should defray not only the salaries, but also the cost of the apparatus. In other words, to maintain a laboratory of the type which you plan, it is our experience that it would cost \$3,300 per year per man. That is for maintenance, and includes salaries and physical upkeep.

Mr. ROSS: That is a permanent investigating staff that you are talking about?

Mr. HAMOR: It does not make any difference whether it is permanent or not; it would be that per man per year, whether it would be under the Industrial Fellowship system or a Bureau of Standards plan.

Mr. THOMPSON: Is that \$3,300 per man independent of the administrative staff?

Mr. HAMOR: Yes.

Mr. THOMPSON: Suppose you had a staff of ten researchers, you would require an administrative staff as well?

Mr. HAMOR: I have given you the figure for that.

Mr. THOMPSON: That is \$50,000?

Mr. HAMOR: Yes, that is my opinion.

Mr. THOMPSON: Then your figures are \$3,300 per man per year for the research staff and \$50,000 for administration?

Mr. HAMOR: Yes. I think that is conservative for salaries and upkeep. I have discussed this subject with Dr. C. E. K. Mees, of the Eastman Kodak Company, and other leading industrial research directors, and they have given approximate figures which are practically the same as I am quoting.

The CHAIRMAN: It has been urged on us and elsewhere that in Canada it might be better to supplement the work of the universities throughout the country and enable them to carry on industrial scientific research, as well as research in pure fundamental science. Would you care to express an opinion as to that?

Mr. HAMOR: I am familiar with that aspect of your work, and I think there are certain problems that can be more advantageously attacked in the university, that is through the means advanced from the central organization. For instance, an investigation, let us say of oil shale in New Brunswick could perhaps be better carried out at an experimental station in connection with the University of New Brunswick. There you would have the material at first hand, and the opportunity to study the various economic and physiographic conditions which have to be considered in found-

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ing an industry. The same statement applies, of course, to the development of the tar sands of Athabaska.

The CHAIRMAN: That might be maintained by a grant.

Mr. HAMOR: An appropriation.

The CHAIRMAN: But the suggestion went a little further than that. While we might establish a Bureau of Standards here, it was suggested that perhaps it would be wiser not to annex to that a Mellon Institute, if I might put it that way, but rather to see that the various universities are so equipped and financed that they could each be an independent unit similar to the Mellon Institute. Have you considered that aspect of the question?

Mr. HAMOR: Yes, I have. That is practically, as I understand it, the British plan, the plan that has been followed in England; I mean as regards the non-operation of the central institution, like the Mellon Institute, but the distribution of research to different institutions by means of appropriations.

Dr. MACALLUM: These guilds in the vast majority of cases provide their own laboratories. A few, two or three, have placed their research staffs in the university, for instance, in the University of Sheffield. The dye industry has placed its research staffs in that university. But the guilds are supposed to directly maintain their own laboratories.

Mr. HAMOR: Those are distinct laboratories.

Dr. MACALLUM: Some of ours are placed in the National Physical Laboratories.

Mr. HAMOR: I think that research is so urgently needed in Canada that it would be well to start by distributing it to universities that are best equipped for handling it, and then begin this central institution.

Mr. MCGIBBON: Do you think that would be as well as one authority here and one directing mind?

Mr. HAMOR: Of course, there would be one directing mind, for the central committee, or the council, as I understand it, would make these assignments to the institution, but I do not see why research could not be commenced immediately at the universities. You would not only be training men there for the institute, but you would be actually doing something and getting the work under way.

Mr. MCGIBBON: Supposing you have so much money for scientific research work, and you divide that up between fifteen and twenty universities and put them all on industrial research, that would be one method, and another would be to have a central director, and have all the work under his control, instead of fifteen or twenty directing minds.

Mr. HAMOR: I think that would be a thing to aim for, and have a central institution by all means, but I alluded to the initiation of work at the present time by encouragement of industrial scholarships in educational institutions, which could of course be carried out along with the central organization, because you have to look to the universities to feed you with qualified research men.

The CHAIRMAN: You said you had 150 applicants.

Mr. HAMOR: We usually have about that many.

The CHAIRMAN: Are they university men?

Mr. HAMOR: All of them. Most of them are men who have their doctors' degree, or an equivalent.

Dr. MACALLUM: They have all been trained in mental research.

Mr. HAMOR: Yes; they are more or less proficient in research methods before we take them on, and quite a few of them are experts in certain lines of work.

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Mr. MCGIBBON: You would not think of taking a man on for research work who had not been trained in this way.

Mr. HAMOR: No. But I would like you to understand that we do experience difficulty in obtaining the right sort of men, especially experts. For instance, we are looking for two ceramic engineers and we cannot get the desired type at present.

Mr. MCGIBBON: Is that not a difficulty the world is up against always? Getting the right sort of men?

Mr. HAMOR: Yes. That is the biggest problem in the operation of a research institution, getting the men. The selection of a director is itself a big proposition. The director's first difficulty is in surrounding himself with a competent advisory staff, and after doing that to select the researchers is the biggest problem of all—to get the right type of men.

Mr. ROSS: There are two forms of research in the Mellon Institute, are there? There is the research that they undertake themselves and the research they undertake for certain industries. Is there not research carried on by the Mellon Institute off your own bat, and then research submitted by different guilds or industries for which they pay something?

Mr. HAMOR: Practically all our work is industrial research on an industrial fellowship basis. Members of the staff, for instance, do occasional research work, and with the exception of those members of the staff, there is no other research work carried on in the institution, except for the donors of fellowships. When a man is appointed on an industrial fellowship, he agrees to devote the whole of his time and thought to the interests of his fellowship. You see the donor of a fellowship enters into a definite agreement with us, and we enter into a definite agreement with the man whom we select as the incumbent of the fellowship, and according to that agreement he can do nothing else. There may be by-paths come up in connection with his research, and he will publish the result with the permission of the donor. For instance, in carrying out some work they may determine some new constituents in an organic body, and with the permission of the donor a report may be published, but he devotes all his time to the interest of the fellowship.

Mr. ROSS: On that one subject?

Mr. HAMOR: Yes. The members of the staff carry out a certain amount of research work. Dr. Bacon, for instance, has several assistants who are students for advanced degrees. They are pursuing graduate work under Dr. Bacon's supervision, and also looking after his private researches which he is carrying out on lines in which he is interested.

Mr. ROSS: Is there any differentiation made in the results of the research, supposing your own staff make a discovery? I imagine that would be for the public. But supposing the fellowship makes a discovery, does the donor alone get the benefit of that?

Mr. HAMOR: Yes, the donor of the fellowship. All results obtained belong exclusively to the donor. But three years after the expiration of the fellowship we reserve the right to publish the results, providing they do not injure the rights of the donor.

Mr. ROSS: How long, under the American law, has the donor the right to this?

Mr. HAMOR: We turn over results entirely to him, and they become his personal property, and he is entitled to them, because he is the man who takes the chance and makes the investment.

Mr. ROSS: And he has to go through the usual form of obtaining a patent.

Mr. HAMOR: Almost invariably the processes are worked out and patented, and assigned by the fellow to the donor. The applications are made in the name of the

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fellow, and he makes an assignment to the donor of the fellowship. In other words, he has no interest in the patent, but in certain cases, on certain fellowships, they give bonuses or interests in the processes.

The CHAIRMAN: That is either a matter of voluntary gift or arrangement at the time.

Mr. HAMOR: It is usually a previous arrangement, but last year, on account of work carried out by some of the men, they did give large bonuses voluntarily.

The CHAIRMAN: I do not understand the situation from a commercial or financial standpoint. After three years you have the right to publish to the world so long as it does not injure the donor.

Mr. HAMOR: Assume that the donor has made a big investment in plant and has carried on the process, he might be injured if the details of the process, particularly the economic details, were published. Of course, in a case like that we discuss it with him and almost invariably abide by his decision. I may say that every donor is perfectly liberal. Manufacturers are becoming increasingly keen to advance the interests of science. They give information wherever it is possible.

Mr. ROSS: If this was a publicly endowed institution, I could understand it, but I do not see how the system adopted by the Mellon Institute can be adopted for the people of this country.

The CHAIRMAN: That is what Dr. Thompson was trying to get at, whether it would be better to have Fellowships donated, or whether the country would bear the greater part of the cost of these specific investigations into industrial problems.

Mr. HAMOR: Your station would be much the same as the engineering experiment stations that have been projected in the United States; that is to say, industrial experimental stations somewhat of the same type as the agricultural stations, only carrying out investigations for industrial concerns, with everything public and made available. That is a closer analogy than is the Mellon Institute. The Mellon Institute, so far as the publication and distribution of information is concerned, has taken a lead. I do not think that can be urged as a criticism against the system. Since our foundation, we have averaged twenty reports of researches per annum.

Mr. ROSS: I am not finding fault with the system.

Mr. HAMOR: You want to know how it would go here.

Mr. ROSS: Yes. Yours is a privately endowed institution. You do not get any money from the State?

Mr. HAMOR: Not at all.

The CHAIRMAN: Let us suppose that one of these donors secured a valuable discovery, and patented it, but made no use of it at all, what attitude does the Institute take?

Mr. HAMOR: That would be something for the donor's own determination; we would have nothing to do with it.

The CHAIRMAN: But if after the lapse of three years it was found that he had not used it?

Mr. HAMOR: We would prevail upon him to make it available. The process becomes his personal property.

Mr. THOMPSON: He pays for it.

Mr. ROSS: That may be alright in their institute, but we cannot spend public money in that way.

Dr. MACALLUM: If all the firms in an industry were engaged in contributing to a Fellowship, what then?

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Mr. HAMOR: That is the advantage of this system of guild Fellowships. Let us take a case. We have one on magnesia insulation. This association is made up of five or six companies, and the researches which we carry out are supervised by a committee appointed from the members of the association. That is, this committee collaborates with the Institute in carrying out research, and all discoveries made are presented to each company member of the association. If one company does not adopt our improvements, that company falls behind. Of course, the adoption of any discovery that we make is usually general by the company members.

Mr. ROSS: In that case, would the members of that association alone be entitled to the advantages of whatever patents they obtain for the discoveries made?

Mr. HAMOR: Yes.

Mr. ROSS: You might make an arrangement in this country, or generally, in regard to all guilds that in case of a donor making a discovery of value he should have the exclusive use only for a very limited term, and then it might become public property, the time allowed being shorter than that granted under the patent laws.

The CHAIRMAN: It is in my mind that there was such an arrangement in Great Britain, or some other country; there was a limited use.

Dr. MACALLUM: The trade associations for research receive grants. There is a department for scientific and industrial research in Great Britain, and these associations must not take out patents without advising the department. They are, of course, all the firms in a certain line of industry.

Mr. ROSS: They can all use it?

Dr. MACALLUM: Yes.

Mr. ROSS: And anybody can take out a patent?

Dr. MACALLUM: The patent may be taken out if the department of scientific and industrial research so advises or permits. The department gives a certain grant to aid the particular association, and the department preserves its right to say whether a patent can be taken out.

Mr. HAMOR: We do that at the Institute. The decision rests entirely with the administration of the Institute as to whether any process developed is patented or not.

Mr. ROSS: Irrespective of what the donor wishes?

Mr. HAMOR: The donor leaves that entirely to us. For instance, we have developed a number of processes which we think it may be more advantageous to operate in secret rather than to patent them. That is particularly true of our war work.

Mr. ROSS: The donor himself can operate that?

Mr. HAMOR: As a secret process rather than as a patent.

Mr. ROSS: That is bad. If there is any good idea developed we should get the benefit of it.

The CHAIRMAN: In relation to several of those large laboratories established in your country, they make from time to time most valuable discoveries. They either keep them secret, or take out patents. The result is the same. But they are laid by for years to come. The manufacturers may not want to change their machinery or their mode of operation, or the market conditions. As a matter of fact, the world is not enriched for an indefinite time because of these discoveries.

Mr. HAMOR: That statement is perfectly true.

Mr. MCGIBBON: What would you suggest to avoid such a condition of affairs, because I think it is, on the face of it, very unfair and unjust. That is one of the problems we have before us.

Mr. HAMOR: In the case of those company laboratories, they have a right to do that; that is their privilege. It is an unfortunate condition, but it all depends upon

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the spirit of the man back of the operation of that laboratory, and the spirit of the executives and officials of the company. For instance, the General Electric Company and the Eastman Kodak Company have published research results and papers constantly. If you take up a number of the journal of the Franklin Institute, you will find papers from the Eastman Kodak Company. They run a section in the journal, which is a monthly publication. Certain of the work of the General Electric Company—you all know of Dr. Lang Muir's work—has been published.

Dr. MACALLUM: That is on pure science, not on the industrial side.

Mr. HAMOR: On the industrial side, they do keep most of it secret.

Mr. SHEARD: In your judgment, is it not fair that the fellow who makes an important discovery should have some financial interest in and derive some benefit from the discovery upon which he has worked probably two or three years?

Mr. HAMOR: Usually, if a problem is one which upon solution proves very important economically, a bonus clause is provided in the agreement. For instance, Dr. Kohman, who developed the Arkady yeast food received a bonus of \$10,000 on solving that problem, and he has received another bonus of \$10,000 from the same company. One of our petroleum fellows received a bonus of \$10,000 for getting up a process of cracking oil; and Dr. Vogt, who developed the dental cement, receives a royalty from the sales on that product. It all depends on the importance of the problem solved. We have another case in the Fellowship on asphalt roofing material. The fellow made such improvements that the company voluntarily gave him a bonus of \$500 without being asked. Of course, if a man makes good he has a permanent connection with the company, either separately at the Institute, carrying on research, or with the company in a research position.

The CHAIRMAN: Supposing he had two or three lines of work which he was following up—one discovery leads to another—he might want to continue his work, the different lines being co-related to that industry?

Mr. HAMOR: He could stay on at the Institute if he was a good research man. We provide for a man's staying on who is doing brilliant research work. We have some men who have been with us for twelve years, men who came from Kansas with Dr. Duncan, and stayed on. They are men who would not go into the factory. They have made good in laboratory research, and they have not the personality to make good as industrial executives in a plant. They are born research men, and research genius is often of that type.

Mr. MCGIBBON: How are these men paid?

Mr. HAMOR: Our salaries range from \$1,200 to about \$5,000 a year, and the average salary of an industrial fellow might be stated as \$3,000 a year. That would be a fairly good average.

Dr. MACALLUM: Do you not think that it would be economical and practicable to include in the National Research Institute proposed here provision for research along the industrial lines for guilds.

Mr. HAMOR: Yes, I do. I am strongly in favour of it, because it seems to me that your manufacturers could be guilded, if I may use that word, and formed into associations. For instance, you could get all the brick manufacturers and the refractory manufacturers together. They would come together; at least the important and progressive ones would, and eventually the others would follow their lead. In that case, all the information would be public, and would be made available immediately. You would not be working for one firm. If one firm wants to carry out research, it could endow an industrial scholarship at McGill or Toronto University, or Queen's, or at whatever university has the best facilities for the purpose. It seems to me that your association should be primarily concerned with guild or association work. In that

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way you would be open to no criticism, and instead of serving one company as a university might do, you would be serving a big group of the leading firms in the country.

Mr. MCGIBBON: There is one point which might assist us here in the way of argument. Can you give us one or more instances of the value of the discoveries that have been made?

Mr. HAMOR: Yes, I could give you quite a number, but it is difficult to supply the economic data which is so desirable for that purpose. With the exception of the yeast food proposition, I am unable to give you any figures as to what saving was effected. The accomplishments of research form a big story. Some of our most important work at the Institute has been in petroleum; that is in the methods of cracking oil to produce gasoline; and in the improvement of processes in the hydro-metallurgy of copper, particularly the utilization of low grade copper ores. In that connection, there was the development of the Weidlein sulphur dioxide process, which has been found to be of advantage at our plant in Nevada; the working out of new flotation agents for the flotation of low grade ores; the development of a process for concentrating coal by the application of flotation principles; the utilization of washer-waste, coke breeze, and other low grade fuels; the improvement and development of the Koppers by-product coke oven which is used by 90 per cent of the people in the States, the development of new motor fuels like benzol which is now being used mixed with natural gas gasoline; the discovery of dental cement; the improvement of bituminous roofing materials, especially combinations for industrial buildings; the discovery of methods of manufacturing various dyes, and chemicals formerly imported from Germany, processes for which we have worked out during the last four or five years. There is an endless number of these. Then there is the improvement of all the processes in the laundry industry, and in that connection the investigation of soaps. The discovery of colours necessary for the manufacture of inks formerly imported from abroad, presented quite a big problem, because there is over a million of gallons of ink used in the United States per annum. There was the standardization of magnesia insulation, the drawing up of standard specifications, and improving of the manufacture of products along various lines; the same thing for asbestos; the systematic study of leather belting, something that had never been carried out before; the study of the relative value of composition soling; the discovery of a new process for the production of sulphuric acid. You see platinum is a metal which is usually employed, and we found a material which is very much cheaper and had a longer life, and that constitutes the basis of a new fertilizer process. Sulphuric acid is the principal agent in the production of phosphate. The production of pure hydro-carbons of the type of acetylene, ethylene and other things have increased and we find new uses for them—the preparation of products therefrom, and so on. And so it goes on in almost endless variety. I have had many people ask me about the instances where great economies had been effected through the agency of research, and of course if you do not mind about my being a little general, I could refer to great chemical discoveries and accomplishments of research in the United States. Perhaps the best illustrations of what chemists have done in the improvement of industrial processes is to be found in the list of recipients of the Perkin Medal. Each year the New York Section of the British Society of Chemical Industry gives a medal in honour of William H. Perkin to reward the chemist who has made the greatest achievement in industrial chemistry, and among those recipients have been Charles M. Hall, who discovered the process used by the Aluminum Company of America for the electrolysis of aluminum oxide; J. B. F. Herreshoff, who discovered the furnace which bears his name and which is widely used in the copper industry in the United States; Leo. F. Baelssland, who discovered balselite, which is a combination of phenol and formaldehyde, and also discovered velox paper, and thus made photography popular; Arno Baer who developed the corn products industry, an enormous manufacture in the

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United States. Then Herman Frasch, who not only discovered a method of getting sulphur from the Louisiana deposits but also found a process which was purchased and adopted by the Standard Oil Company for removing sulphur from petroleum. The Gulf States sulphur deposits are rather interesting. They occur about 500 feet below the surface, ranging from four to eight hundred, but in Texas and Louisiana the principal one are eight hundred feet. They run down steam and air and force up the molten liquid sulphur, which is run into bins and solidified, and that sulphur occurs in strata which are 20 feet or more deep.

The CHAIRMAN: They produce it at one cent a pound.

Mr. HAMOR: Yes, sulphur is worth a cent a pound, twenty dollars a short ton, and that is one of the big problems, finding new uses for sulphur, because there are such enormous quantities of it available. Then we have James Gayley, who discovered the dry blast, which effected such great economies in the steel industry. The big improvements that have been made in industrial practice, particularly in the last 25 years, have been chemical improvements. Mechanical improvements have been made constantly, but the striking improvements have all been the result of chemical research. I have written some papers dealing with the subject. I have sent copies to Dr. Macallum. It is the big story about the growth of the appreciation of research in the United States. Our big laboratories, like the Dupont laboratories at Wilmington, the General Electric laboratories, the Eastman Kodak Company's laboratories, Armour and Company at Chicago, with their varied interests, and others have done great work. The large chemical companies have increased from four to six hundred per cent in the last three years in laboratory personnel—of course, along with that, accommodation for research.

Mr. MCGIBBON: Could we get copies of your papers?

Mr. HAMOR: I could not send all of them, because most of them are out of print. I would be very glad to give you a list of the articles. They are nearly all journal contributions. With the exception of Dr. Duncan's books, which of course we have never revised, the literature of our own staff and of other directors of industrial research have been published in the journals of the American Chemical Society. Dr. Mees of the Eastman Kodak Company has in preparation a book on industrial research. I am only sorry that this subject presents such a vast field, and so many questions come up that you cannot make a very connected account.

The CHAIRMAN: Mr. Murray of the Canadian Manufacturers' Association is present and will address the Committee.

GILBERT M. MURRAY appeared before the Committee.

The CHAIRMAN: If you have any statement to make, our procedure has been that the witness shall make the statement and questions follow.

Mr. MURRAY: I feel a great deal of diffidence in appearing as a witness before this Committee after a gentleman who has given you so much valuable information right on the point, as Mr. Hamor has. I presume, however, that there are certain things that are wanted for the purpose of the record, and it may be of value, therefore, for you to know that the Canadian Manufacturers' Association, for whom I speak to-day, are unqualifiedly in favour of the policy of very liberal financial support for the purpose of advancing the cause of industrial research. Our resolutions upon that subject can easily be secured and filed with you for the purpose of the record if you desire.

The CHAIRMAN: We have them.

Mr. MURRAY: I might add that at a recent conference between the representatives of the Manufacturers' Association and organized labour, another resolution was adopted and transmitted to the Government in support of this same very worthy work.

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Some ideas occurred to me while listening to Mr. Hamor's evidence, which I know I can offer with the full approval of the Manufacturers' Association, and which may perhaps clarify some points with regard to which there seems to be a little doubt. The manufacturers of Canada have long been organized to a somewhat limited extent into what might be called guilds or trade sections, trade organizations; and the tendency of recent years has been to progress along that line much more rapidly. I think perhaps that an incentive to such progress has been provided by the exigencies of the war, but the fact remains that in this country we are now being organized either in affiliation with the Canadian Manufacturers' Association or independent of it. There is a large number of societies which are concerned with the problems peculiar to one line of industry, so that it seems to me that the foundation is there laid for a very hearty measure of co-operation between manufacturers as organized in those guilds and the research institute, the establishment of which is under discussion. These organizations, of course, have been formed primarily for purposes other than research, though as they get more closely together and understand the problems more fully and more sympathetically, there will be a notable tendency to make progress along one of the lines that is contemplated in the resolution which this committee is considering. I refer particularly to the development of standards. If I am correctly informed the proposition is to combine with this research institute a bureau of standards. The incentive moving manufacturers, who are practical business men, towards this question of standardization of products is to some extent a matter of economical production, the reduction of overhead expenses, and the saving of the consumer from unnecessary confusion. I might perhaps illustrate by pointing to something which was accomplished long before the war, that is, the arrival at a standard specification for Portland cement among the manufacturers of this country. I refer, of course, to a period antedating the cement merger, because there was a time when we had perhaps twenty different companies manufacturing Portland cement in Canada. In the absence of any standard of cement, these people went out to sell their goods in a manner that confused the purchaser. There was, of course, an opportunity for great resourcefulness on the part of the salesmen, but so far as the purchaser was concerned it only gave rise to confusion, and frequently it was found that in the absence of any uniformity of specification on the part of the Canadian mills, preference was given in large public works to a cement of a standard specification imported from another country.

I might illustrate again from the experience of the manufacturers of furniture. You have here a desk which is finished in what I think would be called golden oak. The finish of that desk is arrived at by a series of stains and varnishes, with varying degrees of rubbing, and various applications, sometimes two and sometimes three alternately, sometimes not alternately. The fact remains that if you were to purchase a piece of furniture of the golden oak finish made by a Canadian manufacturer five years ago, and another piece of furniture, presumably of the same finish made in the same factory, you would probably find a lack of uniformity in the finish. There would be a difference, and to the householder that means a great deal, because the woman who presides over the house is frequently called upon to match furniture. She goes back to the same store, and if she is careful she will inquire whether the article is made by the same company. Her doubts are set at rest and she passes out of the store only to find when she reaches home that there is a slight difference. It does not exactly match. If there are these variations between the products of one manufacturer at different times, how much more likely are they to occur as between the products of different manufacturers at different times. Consequently the furniture manufacturers got together and began to consider the question of standard furniture. Taking the oak, we have the golden oak, the weathered oak, the cathedral oak, and many others. I am not going to follow that through. I merely give that as an illus-

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tration showing the tendency for standardization that existed even before the war, and upon which the manufacturers are concentrating with more energy than ever at the present time.

It finds illustration in another way with regard to those classes of goods which are subject to variation in pattern and design. Take for instance boots. I was talking to a manufacturer the other day. He operates only a small factory and makes only men's boots, and yet he is producing thirty-eight different lines of boots, irrespective of the sizes in each particular line. There is a boot with a solid leather sole; a boot with a softer sole, a boot with a solid leather heel, a boot with a rubber heel, a boot with patent leather sides, and box calf tops, and so on it goes, to say nothing of the enormous variety of lasts which has to be employed to make boots of different patterns. It has occurred to them that there is an unnecessary diversity of styles, and so long as they all continue to produce in those various styles, they lock up an enormous amount of money in lasts. If by means of getting together and adopting more uniform standards they can eliminate these overhead expenses, it will benefit the manufacturer because by producing large quantities of boots of more uniform design he can get his price lower, and the consumer will get the advantage. There is a constant tendency along that line to-day, and that is the reason why the Canadian Manufacturers' Association views with a great deal of satisfaction the proposal to establish a bureau of standards in connection with the bureau of research. Possibly the illustrations I have employed would hardly rise to the dignity of the operations which Dr. Macallum has in mind, or to the standards which he would concern himself with; but at any rate they can be readily appreciated by the lay mind. There are some thoughtless people in Canada, who, believing there is no international boundry line in science, have been content to let Canada profit by the results of research in other countries. But that is an exceedingly inadvised course, it seems to me, for Canada to adopt, for the simple reason that in this country we have a great many resources which are more or less peculiar to this country, at any rate in the form in which nature provides them; and if we rest upon our oars, and await the progress of research in other countries it means that the development of our own natural resources will be very unnecessarily delayed. I need only refer to the work in which the Research Council interested itself in connection with the development of lignite in the West to illustrate what I mean in that regard. We have a great many resources of the kind in Canada which can and should be developed. But research, of some form or other, is a necessary pre-requisite of their development. Apart from placing the association on record as in favour of the establishment of this institute of dual capacity, my instruction from the Association is to say a word in regard to the advisability of concentrating upon one central research as against the spreading of energies over the universities. I cannot speak, of course, nor would the Association profess to speak, from the standpoint of the trained scientist, because after all that is out of our field, but from the standpoint of a business proposition, which is the standpoint from which we look at it, we feel that the establishment of a central bureau is something that cannot be got away from. In the first place, we recognize that expert men in research work are very scarce, and if there is going to be competition among the universities all over Canada for these men, and if when secured their services are to be available only for the investigation of such work as is turned into that particular university, then there is going to be a great deal of capacity wasted, and furthermore, there are going to be some very important problems entrusted for solution to men of inferior capacity. Consequently, we think that with so few really good men available, the services of these men should be available for every peculiar national problem that comes along.

In the second place, we think as business men that there would be an unnecessary duplication of plant and equipment if the work were parcelled out among the universities, without any central bureau. Every problem that comes up, or at least a great many problems that come up, will require special apparatus, and it is quite

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conceivable that under a plan of distributing this work among the universities, two or perhaps three universities may be investigating the same problem, or at any rate, kindred problems at the same time, and piling up the cost for equipment which one set of equipment in a central bureau could handle.

In the third place, and we feel very strongly upon this point, we think that all research work is more or less inter-related. The research in one department may not proceed very far before we find that to get the results to follow things through to a conclusion, we have to initiate research perhaps in some other department. Let me illustrate that by reference to a specific commodity. Suppose, for instance, under a plan dividing the work among the universities, it was decided to avoid duplication by consolidating all investigations in rubber in McGill University, all investigations in textiles, in Toronto University, and so on. What are you going to do when it comes to investigating say automobile tires which combine textile and rubber? What will you do in the case of investigations which, when you get to the root of them involves some principle of colloidal chemistry which perhaps may affect investigations going on in half a dozen universities at the same time. We feel, therefore that with researches carried on in the Central Bureau under one directing mind with a staff under one roof, the results of one department can be quickly communicated to another department, thus saving unnecessary labour, unnecessary time, and so it will be all to the good. We do think it is possible that with a Central Bureau established, according as the administrators of the bureau acquire their experience, they will find that there are certain problems which may safely be left to the universities, and we would strongly favour utilizing the universities in so far as they can be utilized and in so far as the possibility of utilizing them is shown by the experience of the administrative staff of the Central Bureau. But to repeat, we feel that the Central Research Institute is indispensable, that our efforts should be consolidated on that in the first place, and that the handling of work by the universities may be allowed to proceed as circumstances would seem to justify.

There is another point that I think is worth mentioning; that is, that the foundation of successful research work is the ability of a research institute to command the services of men who have been trained in pure science. It is certainly the function of the universities to train men in pure science. I question whether it is the function of a research institute to train men in pure science, it would prefer to take these men that had been trained and utilize them in industrial avocations. But if any great amount of research work is turned over to the universities we fear there will be a tendency for men to be weaned away from the study of pure science to the application to industrial work; rather than the application of pure science first of all on account of the fact that there is more money in it, and consequently on account of that fact that he may be expected to open up a way to a more profitable occupation in connection with industrial concerns. Arising out of the evidence which Mr. Hamor gave and referring again to the question of these organizations of manufacturers it seems to me that one of the matters which seem to offer the best solution if we are to proceed in Canada along the lines of industrial development such as the Mellon Institute pursues would be overcome because of the struggle these trade associations or guilds in this country, I speak advisedly when I say that I know these associations would be glad to contribute to the support of fellows in the research institute. My reason for making that statement is that through the instrumentality of the Manufacturers' Association the Executive Committees of a number of these trade associations were consulted and they expressed their readiness to support such an institution and even in some lines of industry where there is no organization in existence, we secured promises from the leading firms in those industries to contribute towards a fund which would be a means of supporting industrial fellowships. Any beneficial result that may be secured by research in our institute would naturally be common

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property to all those who contributed to funds and we feel therefore for that reason there would not be the same objection to having the fellowship largely supported by the State funds as there would be to fellowships supported in an institute privately endowed because I am quite sure in this country under the scheme I have outlined the public would be sufficiently protected and that the private employment of advantages arising out of discoveries would not be tolerated at all or at most for only a very short time. I think, gentlemen, this is a very imperfect statement, but if any of you would like to ask any further information I shall be glad to answer any questions.

The CHAIRMAN: It strikes me that it is a very important matter that has been opened up.

Mr. THOMPSON: I question whether if the Bureau of Standards established as you have it in mind, would standardize the industries, as Mr. Murray has referred to.

Mr. MURRAY: Possibly I did not make myself sufficiently clear. I could not conceive of course that it would be the function of the Bureau of Standards to take up a business at all, but I am impressed with this fact that at the present time there is legislation on the statute books of Canada which, and rightfully so, standardizes certain products when sold for export, for instance our beef when exported bears the stamp of the Canadian Food Board, and when your beef goes to the foreign market and there is upon it the official stamp of the Government of Canada to show that it has passed inspection, that the carcass was the carcass of a healthy animal, then it inspires confidence in that particular kind of product, and no doubt makes it more easy to sell that particular product. Our apples again are required to pass a certain inspection before being shipped abroad. Now the importance of some form of Government approval for standardizing these products and thereby affecting the sale of these products in the foreign markets cannot be overestimated.

Mr. THOMPSON: That is particularly true of food products.

Mr. MURRAY: Particularly of food products. Now I recall that before the war we bought an article which was manufactured in Edinburgh and the box in which it was put up bore a certificate from the Institute of Hygiene, I think it was, of the United Kingdom, certifying that the contents of this box were made from wholesome material, under inspection and so on. Inside the box there was a more lengthy explanation of all the principles of hygiene and the circumstances under which the manufacturers were allowed to use these labels. All that went far towards inspiring confidence in the consumer who once having used this article and found that it was satisfactory would have a tendency to always ask for the same food again. Now then, if by the request of the manufacturers, who themselves perhaps would be consulted in setting up the standard, this Bureau were to make or to authorize certain standards for Canada I believe it would be of tremendous advantage to us in our efforts to increase the export. Take, for instance, woollen goods, it should not be difficult having regard to the length of the staple and the admixture of cottons to standardize woollen goods with certain labels, which would be a tremendous advantage to the consumer in this country. I know I can go to certain shops in Ottawa to-day and I can get a suit of clothes that would have the appearance of being splendid value but if I expose those clothes to a rainstorm probably a very large percentage of the weight of those clothes would disappear simply because the filling dust would be carried out by the water. Take a thread of that material from the hem and unravel it and you would get an idea of the length of the staple, and from that you would get an idea whether it was a woollen or a cotton thread. I was examining samples a few days ago and I found that the center of the yarn was pure cotton and around that wool had been woven or affixed to it by means of some adhesive. There was some short wool woven around the cotton cord that probably had been worn by many different people before, because at every process through which it goes the wool is shortened until this particular sample of wool was practically dust and was not more

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than one-eighth of an inch in length and yet by some process that short staple was twisted around and made to appear like a good thread and when that particular material was exposed to a rain storm the water washes the short wool away and leaves nothing but the cotton thread. Would it not be possible by means of a Bureau of Standards to provide wool protection for the Canadian consumer, to provide some standard for woollen goods. I think it is possible and from my knowledge of the fact I am certain that material of that kind is not made in Canada at the present time, but is imported, and the general attractiveness of that material people are encouraged to buy it thinking they are getting full value, but they find out when they have worn it a very short time that they have been stung. I think under those circumstances that the establishing of a standard for woollen goods would be a perfectly legitimate function for this Bureau to discharge.

Mr. HAMOR: A strong movement in the United States, instigated by the National Commission, to have enacted legislation creating a standardization for textiles and we have the vigorous approbation at the present time of many great men among our fellowship which has just taken up the subject much along the lines that you have indicated here. It is one of many ways in which a Bureau of Standards could be of great use. The association of wholesale druggists and merchants has been somewhat backward in that respect in the United States and also the manufacturers of textiles but the legislation would be a good thing because the purchaser would be protected. Now there is still another way in which the association can be benefited by research and that is in the utilization of waste and by-products. Let us take, for instance, the tanning industry, to which you have referred. We have not utilized all the tallow, and the utilization of leather scraps or waste is another subject for consideration. One company began to investigate and they took up the utilization of cattle hair, that is an industry that has been more or less centralized, in order that it may be converted into a marketable form. Now that result has been obtained in the United States to-day. We have one company that handles and puts up from the tanneries 85 per cent of the cattle hair resulting from the depilation of the hide. And they have created a large number of new uses for that hair; for instance in textile work. It is used in the utilization of waste leather. A shoe company should study that subject. They found out in the United States that all this scrap leather could be taken up by one central company which could be organized just like any other organization, and they could convert this waste leather into fertilizers, because with appropriate treatment with sulphuric acid, you could make a very good fertilizer from leather scraps. You could very logically present that situation to him and give him a better insight into the conditions. I did not know of the number of guilds you had. I knew of your association but I did not know of the guilds. The spirit of these organizations is very encouraging and would give a central institution the very best kind of support and in fact secure its success from its inception.

Mr. MURRAY: I could give you one illustration along the line of utilizing waste material which is ripe for organization at the present time. In the Niagara district we have a great many wineries and in all the vats at these places there is a certain encrustation on the inside which is being absolutely wasted at the present time. The amount which any one winery would produce is hardly sufficient to justify that winery in putting up a plant for the utilization of that waste material, but if a process could be worked out and a company set up that would collect that encrustation from all the wineries there is no doubt they could make a very high grade of tartaric acid out of it, or perhaps something equally useful. Again, in the lobster canneries and the salmon canneries out in British Columbia, a tremendous waste is going on all the time of material which could be used for fertilizers and perhaps for various other purposes, and we have the salmon canneries of British Columbia very well organized. Similarly the lobster canneries of the Maritime Provinces are organized; so that there seems to be an organization in effect now, or a series of organizations in effect, which are simply

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awaiting the establishment of something of this kind, in order to overwhelm them with problems, all of which could be worked out in the national interests without any desire to keep the results secret, which would add tremendously to our national wealth and indirectly benefit the consumers by lower prices.

Mr. HAMOR: We have one industrial fellowship in operation at the institute which is founded practically on Canadian associations. This particular manufacture has eight or ten plants, and it is operated in accordance with rules of an association, a co-operative association. The owners of the plant and the donor, upon our advice is ready at any time, upon the organization of this central institute, to take it from the Mellon Institute and place it in the central institute. He is a very patriotic man and in fact quite prominent in political affairs in Canada, and after discussing it with him we advised him strongly to do it, because he knows the conditions here, and you would be able to do the work just as well as we could; in fact you will be closer at hand and could do the work more effectively than we could. We received a letter from a canner in Manitoba, recently, wanting to put in a fellowship at the Mellon Institute, and we told him something about the plant in Canada, and advised him to wait, and said that he would have an opportunity of having his work done at home just as well if not better than we could do it at the institute. There is a keen interest among Canadian industrials in research, and they are waiting for the full realization of its value, and I do not think there will be any disregarding what you said. We have seen it and it is going to be a big success when it is started.

The Committee adjourned.

WEDNESDAY, June 11, 1919.

The committee met at 10.30 a.m., Mr. Cronyn, the Chairman, presiding.

The CHAIRMAN: We desire to have evidence from the representatives of the various scientific departments or branches of the Government on this question. We have Dr. Shutt, of the Experimental Farm; Professor Prince, Chairman of the Biological Board, and Dr. Saunders, the Dominion Cerealists.

Dr. Frank Shutt, of the Experimental Farm, will first address the committee.

Dr. SHUTT: I am here in response to your call, but I must confess to an ignorance of the exact nature of the subject or subjects upon which you wish me to give evidence, I shall, of course, be extremely happy to contribute anything in my power towards the deliberations of this committee, if you can indicate to me the phases or aspects of the question—which I presume is scientific research—upon which you would like me to speak.

The CHAIRMAN: We are here to inquire as to the desirability of aiding industrial scientific research in Canada and to discuss the best methods to adopt in furtherance of that aim. Although the order of reference is not perhaps as broad as was originally intended, we also, I take it, are asked to consider the question of the co-ordination of the various scientific departments now in existence with any other scientific institute which might be formed; in other words whether there can be such co-ordination, economically and properly adapted, or whether it is necessary to continue the separate departments of scientific research. Several departments have scientific branches.

Dr. SHUTT: I will endeavour to follow the outline you have given me and say a word or two on these several aspects of the matter, subsequently amplifying my remarks as may seem desirable to you.

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Taking first of all, the proposition of the Advisory Council for Scientific and Industrial Research, which has now assumed a definite and concrete form, I may say that I very heartily approve of the proposal to establish a National Research Institute, and for very many reasons. We have not in this country at present any establishment, university or laboratory to which problems needing research—chemical, physical or biological—can be referred, nor to which we can turn for the standardization of apparatus, materials, etc. This is something we have felt the want of for many years, and that feeling must become more and more keen as the years go by in the progress and development of Canadian industries. That is to say Canada needs a bureau or institute in which we can have our various physical standards determined. We are at the present time dependent upon other countries for work of this character and, apart from the fact that this is not a very dignified position for Canada to take, it is a very great inconvenience and a great detriment to progress in scientific work. I should perhaps be wrong in saying that we have absolutely no means in Canada of determining or investigating standards, but at any rate, those means are few and meagre and altogether insufficient, I am convinced, for the country and for the development of its Science and its Industries in the future. I believe the determination of physical standards is to be one of the principal functions if not the chief, of this National Research Institute. Then there is the question of the standardization of scientific apparatus. This is an important matter. We have at present no bureau in which thermometers, burettes and other instruments of precision used in absolute determinations, may be corrected and standardized. We are dependent on the Washington Bureau of Standards, or similar laboratories in other countries for this class of work. Every intelligent, educated man, I may say, not merely those who are scientific men, will appreciate the necessity for accurate apparatus and correct standards. This work is national in character and importance; the equipment and the specially trained scientific men to carry on this work must be provided for out of the National Treasury. May I repeat, this is a work of public and national importance. The institute, as I understand it, is to have another function. It is to be the means of promoting and undertaking research and investigations in connection with the manufactures and the industries of Canada. As an agricultural chemist, and one who has devoted his life to the studies of agricultural problems, I could not be expected to have detailed and intimate knowledge of Canadian industries but yet I know enough in regard to the manufactures of Canada to be aware that it is highly desirable, for the progress and welfare of this country, that some steps should be taken whereby many of the problems that are waiting to be solved should be attacked and solved. I think it is patent to every man conversant with the subject that, on the whole, our manufacturing processes in Canada are crude and wasteful. I am not saying anything derogatory to the intelligence of our people, but many of our industrial processes are on a very much lower plane, scientifically and economically, I think, than those of Europe, or even of the United States.

It is the same in agriculture as it is in the industries; the same in manufactures as in agriculture. I presume that every young country has to go through this rule-of-thumb, rough and ready, wasteful phase before it learns to be economic, but we have about reached that stage, it seems to me, in our history and development when we should take a step forward, improve our methods and utilize our waste by-products. Scientific research alone can do this. For some years I have been finding the need of greater attention to problems, relating to soil fertility, for instance. It is the same in the field of manufacture. There are processes of great value that have been worked out by some of our manufacturers, but there is still a large amount of work to do in that respect; and if we as a nation, are to compete successfully with the people south of the line and with our rivals in Europe, it seems to me that it is high time that provided the manufacturers will not take steps, the country should take steps to see to it that our processes are more economic, less wasteful. There is no necessity to go far

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afraid to cite examples. Nearly everything we have handled has been handled in a crude and wasteful way. Perhaps this has been inevitable owing to the exigencies, the necessities of the times; but what I am trying to emphasize is that we have reached the stage in our history when we must look more closely to it, and I do not think that the manufacturers unaided by science and by investigation on the part of men trained for the purpose will be able to do very much. That is another function of the Institute; it is I believe the most important function it will be called upon to perform.

In connection with the industries and manufactures there will be an opportunity for the many and varied natural resources of this country to be examined and investigated. A great deal has been said and rightly about the wealth of Canada in her natural resources, and I presume that there will be an opportunity for work to be done in that connection, although I am not certain as to the ways and means that have been proposed in which these particular problems will be dealt with.

With respect to agriculture, I may say that the problems in agriculture have to do with certain things, such as soils and plants and animals. They have to do with life, in its various forms and activities. The problems of agriculture are extremely complex in their nature. They are as a rule very difficult, and require patience and continuous and uninterrupted work. In these respects, of course, they are in certain aspects like the problems which will be attacked by the National Research Institute, if that institution is established and developed, as we hope it will be. But the point I am making is that many of the problems in agriculture require, to say the least, soils and plants and animals, and these, of course, cannot be found within the four walls of a chemical laboratory such as the institute will be in a measure, I presume, or a collection as it may be of laboratories. Consequently, the equipment and accommodation afforded by the Research Institute would not be such as to adequately provide for the conduct of a large number of agricultural problems, that is if I have correctly gauged the scope of the work of the Institute. I am pointing this out because, without consideration, one might think it would be possible for the Institute to at once take under its wing the conduct of our agricultural investigational work. That would not be possible, for there are so very many conflicting factors in agricultural investigations, not merely the different kinds of soil, and the different kinds of plant life, and the conditions affecting these, but even the weather conditions enter into it, making it absolutely necessary for much of our experimental work to be tried out, not only in the eastern provinces of Canada, but on the plains and in British Columbia. It is quite evident from the nature of the work, therefore, that it could not be confined to any one place, or merely in a building no matter how well equipped and manned, for scientific investigations. There are very many problems in agriculture which can be worked out, at any rate to a large extent, in the chemical, physical and biological laboratories such as would be established in the Institute, but the complementing work in connection with that must be done outside, because many of our investigations have what you might call an inside and an outside phase, a laboratory phase and a field phase. You can see that in connection with the determination of the ingredients of food stuffs, they must be analyzed in the laboratory, but they must be fed to the animals in properly equipped buildings for digestional investigations. The same things is true in regard to plant life. By our chemical analysis we may find a new material as a fertilizer, but it must be tried out in the field to obtain the results we seek as to its efficiency. Therefore, you will observe that for the proper conduct of agricultural investigational work we must have land and crops and animals. I may mention that I had suggested some years ago the establishment of an agricultural research institute for the prosecution of the more profound problems of agriculture. I am not going to make that suggestion this morning, because I am not sure that this is the time, the occasion, or the place to make it. The whole matter is a debateable one, one of complexity, because we have already an experimental farm system, established by the

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Dominion Government, which is very largely an investigational institution. I am not quite sure that in the minds of its founders it was to be entirely devoted to scientific investigation. I do not think it was. I myself have been associated with the system since its establishment more than thirty years ago, and it has always had other functions. Certain of these functions have developed to such a degree that the purely scientific investigational phase of its work in the several divisions has been to a certain extent overshadowed by other and important phases of the work. I refer to the matter of educational and advisory work, work sometimes of an elementary character, but nevertheless work which we found to our hand, work which has been extremely popular, and which, if we may judge from results, has been very successful. It will be evident to you that this educational, advisory, and demonstrational work is a different phase of work from that relating strictly to the investigation of scientific problems, but nevertheless it is a legitimate part of the Farm's work. Consequently, I do not think it would be right to consider or to judge the Dominion Experimental Farm system solely by its output in investigational work, though there is no doubt that it was intended at the outset, and it has been borne in mind by the larger number of its officers, that investigational work was its first and most important work. Nevertheless, as I say, and more particularly during later years and since the outbreak of the war, an analytical staff generally have devoted their efforts and energies to work other than strictly investigational and research work.

Mr. THOMPSON: Since they do investigational work, which system would you rather have; an enlargement of the laboratory system and of the research staff, or a central research bureau where certain phases of their research work might be done.

Dr. SHUTT: That is a difficult question to answer definitely and satisfactorily. Much would depend on the nature of the institute and its control, but I should say, if it afforded the facilities, that there are many agricultural problems that would very properly be better investigated by an institute entirely devoted to research. I have been speaking strictly with regard to the main features of the work of the Farm's system. In addition to what I have termed the educational work, the advisory work, the propaganda work of the Division of Chemistry, in addition to the investigation of agricultural problems, our laboratory has undertaken and spends a very considerable amount of time upon two phases of work which may be considered foreign to the Experimental Farm system. One is control work which has been undertaken for other branches of the Department of Agriculture, for instance, in connection with the Meat Inspection Division. In this connection a very large amount of control in regard to packing house and cannery products is done, occupying the attention of two technical assistants. Work has also been done during the last four or five years and is still being done in connection with the war. This may also be considered as control work. For instance all the flour that has gone overseas for military and civilian use has been examined and paid for on our analysis. To give you some idea of the extent of that work, I may say that we analysed last year more than four thousand samples of flour. The contracts were settled on the basis of our analysis. The authorities told me that between December and August last we controlled something like 1,300,000 tons of flour and that our work had saved to this country, or to our allies, something like \$60,000 in rebates on excessive moisture which had been detected by our analysis. Altogether apart from these matters, we have undertaken a considerable amount of work for other departments of the Government service. There are Government departments which have no laboratories and these look to us for chemical assistance. As far as time and staff permitted we have rendered this assistance. Thus, chemical work has been undertaken for the Naval Department, the Post Office Department, the Interior Department and so on. For instance, we have just completed an investigation which has resulted in the devising of a new cancelling ink for the Post Office Department whereby they hope to effect a saving of several thousands of dollars a year, and

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have a better ink than that which is used at present by the post office in cancelling stamps. I merely mention this to show you the wide and varied character of our work and by way of pointing out that we are not able to devote our whole time and attention to agricultural problems.

With this brief statement of our work I may ask if your question is, whether I favour the establishment of an institute for agricultural research or whether I think the Experimental Farm system should be so developed as to provide for the proper assistance and equipment for that kind of work.

Mr. THOMPSON: That was not exactly my point. My view is that ink work, for instance, should not be done by you at all, that is something that should be done by a central institute. You have researchers for agriculture problems. Agriculture is one of our great resources. What I wish to know is whether in your judgment it would be better to extend the system which you already have and of which you are the head in the Department of Agriculture, or establish a central research institute here, or somewhere else in which certain kinds of research work would be done that is at present done by you.

Dr. SHUTT: A central research institute could do a part of the work and do it well, but from what I have said as to the necessity of land and plants and animals in the solution of agricultural problems it must necessarily follow that if we had a separate agricultural research institute provision for these would have to be made. All institutes carrying on agricultural research are so provided. To carry on its work effectively and economically such an institute could be affiliated with the Experimental Farm system. For if it did not use the lands of the Experimental Farm system, such lands would have to be acquired in different parts of the Dominion, in order that the factors of soil and climate may be studied in connection with the investigations. I am speaking not only of chemical work but also that of biological character. Consequently any severance of the chemical investigational work from the Experimental Farm system would be detrimental to agricultural interest, unless provisions were made by the Research Institute for land and crops and animals. It seems to me that such would be an unnecessary duplication. It is a debateable subject, but from what I have already said as to the development of certain phases of our work, it is evident that the purely scientific work of agriculture must be proceeded with if we are going to make any material progress. It is only the facts as revealed by scientific investigation which will place us in a different position to-morrow from what we are in to-day—it is only by ascertaining these facts, these fundamental facts that we can make progress. We can demonstrate and set forth the knowledge that we have at present, and this is valuable, but if we are to make any permanent advance there must be scientific investigation. That brings me to another matter. If there is to be good work in scientific investigation it must be uncontrolled, in the sense of being free from petty regulations. There must be an opportunity for continuous and uninterrupted, patient and free work, and that work must be done in the right atmosphere. It is the same in science as it is in art. The investigator ought to be as free as possible from routine work, and from the rules and regulations found necessary in the prosecution of routine work. I think in this science is very much on the same lines as art, that is in the higher planes. The routine, which is inevitable in the larger number of governmental institutions and laboratories is irksome to the investigator. The scientific worker considers irritating and annoying the rules and regulations of a hard and fast discipline. They are not merely distasteful, but they spoil and prevent the best work. Indeed, in my opinion, they are absolutely inimical to the best work being done. You have asked me whether I would enlarge the present Farm system or whether I would like to see a separate institution. It occurs to me that any wise and successful development of say the Division of Chemistry, with respect to purely investigational work, would mean its being set free from purely departmental rules

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and being relieved of a very large amount of work which falls to its share at the present time. I am not complaining. If I had any complaint to make, this would not be the place to make it. I am merely stating what is necessary for investigational work of the most profound character. I know it is one of those inevitable necessities of Government departments that there must be these things of which I have spoken. There must necessarily be routine and regulations and restrictions which would preclude the possibility of the highest class of work being done.

Having said so much, I would say this in answer to your question: It is possible to develop the Division of Chemistry, and to do more work and better work in connection with agricultural problems with which chemistry may be more or less related and of which there is a large number, but such is scarcely possible under purely governmental control and conditions. Chemistry is a fundamental science in connection with the larger number of our problems. It is possible but it would not be at all desirable to have a remodelling of the present system by merely adding to the staff and to the accommodation and equipment. That is my opinion. Research is not best carried on solely under Government regime. The controlling and directing body of a research institute should be made up largely of scientific men. I am sure matters will not be satisfactory if such is not the case. Government of course should have its share of control, but this should be chiefly as regards finances. The board of trustees should have among its members the best scientific men in the country.

Mr. NICKLE: I think that what we want to know is—we are all agreed as to the wisdom and necessity of scientific research—what we want is information from the point of view of agriculture as to what would be the best method of securing results from that Department; whether there should be a central institute; whether the system at present in vogue, should be continued, or whether you can suggest some other system in regard to the Experimental Farm and the Department of Agriculture.

Dr. SHUTT: That is not an easy question to answer satisfactorily off-hand. Some consideration as to plans and details would be desirable. It has been a matter in the minds of many of us for years but I confess that I am not prepared at the moment to lay down a hard and fast plan which would be workable with regard to that matter. Several schemes might be considered.

Mr. NICKLE: Do you consider the matter as a debateable one?

Dr. SHUTT: Yes, I do. In that connection, I feel that it would be highly desirable, if it could be satisfactorily arranged, that the control and direction of the purely investigational work could be placed in the hands of a board of trustees in which men from the universities, as well as the Government, would have a place. I think that would be highly desirable. Indeed, I think it is really necessary to secure the very best results; there should be men of science, intelligence and training to encourage and direct the work. That would, of course, mean a distinct breaking away from the system as it is at present. There is no doubt that a larger amount of money would be necessary for the support of such an institute or division and this would have to be found by the Government.

Mr. MCGIBBON: You would prefer having purely agricultural problems left with yourself in your own laboratories.

Dr. SHUTT: What I wished to make clear was that I would like to have the agricultural problems separated from the larger amount of the necessary routine and control work which occupies time and diverts the attention from regulations, which are more or less irritating and annoying. I also say that the establishment of a research institute in a building merely could not adequately undertake the solution of agricultural problems, unless lands and other necessary equipment were provided. Possibly if the National Research Institute under the control of a Board of Trustees, were affiliated with the Experimental Farm System, the Division of Chemistry, might be

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transferred to the Institute with good effect. Or the Division of Chemistry might be made into a separate Branch or Bureau for purely investigational work with agricultural problems, but it would be necessary to have it affiliated with the Experimental Farm system in order to provide land, etc., the working out of many of its investigations. Under the latter arrangement however I do not see how it could be arranged to have the direction and control save under purely governmental conditions—which in my opinion is not conducive to the highest class of investigational work.

Dr. C. E. SAUNDERS, Dominion Cerealist: I was not here at the commencement of Dr. Shutt's remarks, and I am not quite clear whether you expect me to say something on my own initiative, or whether you will ask me questions.

The CHAIRMAN: I said that we were here, in the first place, to ascertain the nature in Canada of the development of scientific industrial research, and to determine the best method, if that is thought advisable, of furthering that end, and in the second place, I said, with some hesitation, that we felt we should inquire as to the advisability, if a central institute were founded, of bringing about co-ordination between the various scientific branches already established by the Government. Those are the two main points.

Dr. SAUNDERS: It seems to me that an institute such as is being discussed could take up agricultural problems perfectly well, but of course entirely within its four walls. It would require land and buildings (not extensive ones) at various points where this work could be done. For some reasons, it would seem to me desirable that the purely scientific part of agricultural investigations should be separated from the present experimental farm system. Possibly the institute might use small areas on the experimental farms; but it would probably be better for the institute to entirely control such land as would be needed for research work, in agricultural science. The main difficulty, as it seems to me, with which we have to contend at present, and with which an institute might have to contend, lies in the control of the work by the Government. Speaking frankly but without any personal feeling, I should say that government control is based on the idea that immediate success is to be aimed at no matter what sacrifice of ultimate good may be necessary. The proper method of control, which I might by contrast call the university method (although some universities are managed like some governments) the proper method is to look not for immediate success, because immediate success often means permanent failure, but to look for light. Those two words *success* and *light* express the contrast between the two methods as well as I can put it. The Government looks for success for obvious reasons. Governments wish to please the people. They wish to be re-elected, and the ordinary voter wants results right now, just the very time when they cannot be had. At any cost therefore he must be convinced that success is being attained. Under the other method of control of scientific work one is encouraged to seek not immediate success, but light—a very much finer and more important aim. Our experimental farms to-day are spending most of their time instructing the farmers, making demonstrations—very important work too—and solving little problems of a semi-scientific character. But we are doing scarcely anything to advance the science of agriculture and are obliged to depend on scientific researches performed in other countries. I think it is extremely undesirable that Canada, now that we have come to a sense of national responsibility in some respects, should be permanently dependent on the rest of the world for all its basic agricultural science. But I see no hope whatever for the experimental farms, as they are now established and governed, ever becoming the scientific institutions they should be. There are too many things that the Department requires from day to day, and these petty details prevent proper work being done. Laws and regulations are steadily increasing in number and red tape has become a tragedy rather than a joke. It is impossible for a man who has not done scientific work to fully

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realize the futility of trying to carry on difficult researches (for which freedom of action and an undisturbed mind are essential) when one is impeded and harrassed by all sorts of annoying regulations and demands. I am not criticizing the work the farms are doing. It is useful work, but it is not what I think they were intended to do, nor what they should do. We are working at the public end of matters and not at the scientific or basic ends. We are giving out information rather than acquiring it. We are erecting a fine looking structure on insufficient foundations which are already crumbling away.

The question arises how should an institution for scientific research be governed. If it is to be a section of an ordinary department of the Government service there would be no use trying to do the best type of scientific work in it. There is no hope for scientific research in its best form unless an institute be established which is not under direct, daily, departmental control. Scientists are different from ordinary labourers or other men doing any kind of so-called practical work, and they are different from ordinary clerks. They cannot do their best work when they are regulated. If a scientist is busy thinking he should be left alone and allowed to think as long as he wants to, and the idea of having to sign an attendance book at nine o'clock next morning must not be permitted to interfere with him sitting up all night if he needs to do so. He must be largely his own master. Regulations and limitations destroy the right spirit. A worker in science must have peace and he must have the proper atmosphere. If these essentials are not provided his work will seldom amount to much. I spent four years in researches in pure science at two of the best American universities and I have occupied my present position for over sixteen years. I therefore, know at first hand the difference between the atmosphere of a university and that of a department of the Government. If an institute for scientific research could be established under the control of an independent board of scientists, it might accomplish a great deal both in pure and in applied science. Such an institute could, I think, very well take over the study of the great basic problems of scientific agriculture, while the experimental farms might continue to be demonstration farms, teaching institutions and propaganda centres for good farming. But if the institute is to be organized and managed in the usual way, it will be just as unsatisfactory as are the experimental farms from a scientific point of view, and there would not be any object in transferring any of our work to it.

There is one other point I should like to emphasize in this connection: Those of us who are trying to do scientific work on the farm have found that under present arrangements, scientific papers are refused publication. The Printing Committee will not pass them. Now, with all due respect to that committee, I do not admit the right of any one but a trained scientist to pronounce upon the value of a piece of scientific work. As long as a committee, composed of men who are not versed in science and who are unsympathetic towards science, is allowed to decide what shall be published and what shall not be published, it is not worth doing any very fine work.

Mr. NICKLE: Do I understand the committee will not permit the results?

Dr. SAUNDERS: Not unless the committee consider them of "practical" value. The chairman of the committee told me plainly that he would not allow the publication of purely scientific papers. I went to him having in view the publication of some of my studies in heredity in cereals; but I found that there would be no use submitting them at all. I shall be obliged therefore to have them published somewhere else—not under government control.

Mr. NICKLE: Do I understand that in regard to the research work done on the Experimental Farm the Printing Committee reported against the publication of it?

Dr. SAUNDERS: I do not know how far the committee has gone in rejecting matter which has actually been submitted; but we have been warned that the committee will

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only publish such articles as they consider of practical value—such as will increase the supply of bread and butter, I suppose.

Mr. MCGIBBON: Was that ever brought to the attention of the Minister?

Dr. SAUNDERS: I could not say. But I know that other departments of the government service have encountered the same difficulty. I understand the Research Council has not had plain sailing. Manifestly it would be absurd to establish a Research Institute if it could only publish such results as pleased a printing committee which is frankly hostile to science as such.

Mr. THOMPSON: I understand from Dr. Saunders that he thinks that the routine work which the agricultural stations are doing can be continued there, but that there are certain matters in connection with research that could be better done in a central institute.

Dr. SAUNDERS: Yes, provided the institute were so organized as not to be subject to departmental routine.

Mr. THOMPSON: That goes without saying. I would like to get Dr. Saunders' opinion as to whether this research work could be better done in a research institute or whether it should be divided among the laboratories of the universities in Canada.

Dr. SAUNDERS: Perhaps it might be done in both ways. But I am quite sure of this, that the universities of Canada should have some research work to do, because we must look to them for the training of the men; and I think the Government ought to take cognizance of this fact in establishing a central institute, and should assist the universities to become training centres for scientific workers.

Mr. MCGIBBON: That would not necessarily mean that they would have research work to do.

Dr. SAUNDERS: Yes. I think they would require to do such work at the universities. A good research specialist can (usually) only be produced by carrying on post-graduate researches for a couple of years at least at a university.

Mr. MCGIBBON: Would it not require that a man should have graduated in fundamental science previous to taking up agricultural research?

Dr. SAUNDERS: Certainly he should have a broad scientific education.

Mr. MCGIBBON: Would that not be an absolute necessity?

Dr. SAUNDERS: Yes, a broad training would be necessary before he specializes in agricultural or any other science, because, otherwise, he would have much too narrow an outlook.

Mr. MCGIBBON: Would the university part of his training be the first part, rather than the latter part?

Dr. SAUNDERS: The university part is to train a man up to the point where he is fit independently to take up the great problems that will be submitted to him. I should say that the universities would require to have a regular department of agricultural science where post-graduate work could be carried on, before we could expect to get men from the universities fit to be leaders in a central institute. It would obviously be undesirable to import the whole staff for such an institute. I do not think that Canada should contemplate any such course.

Mr. NICKLE: You do not think that there is any marked cleavage between industrial research and pure science as we ordinarily use that word?

Dr. SAUNDERS: There is a distinction, certainly, but one runs into the other. Industrial research looks for light on a specific detail. The scientific worker as such, is looking for light too; but if he is advancing in one direction, and perceives more light in another, he turns and goes after the larger light. That is why he must not be worried by instructions to hand in a report on that first subject by the end of the

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month, because he may have discovered a far more important subject on which he can submit a splendid report in the course of a few years. He must be allowed to decide for himself what is most important to be done.

Mr. NICKLE: In endeavouring to obtain the greater light, he may be led to something of much greater importance than the problem to which his attention had been first directed.

Dr. SAUNDERS: That is the idea.

Mr. NICKLE: Very often pure science may turn itself to industrial advantage.

Dr. SAUNDERS: It does. It is the foundation. Applied science is built on pure science. But the great, basic laws of science are rather like Maeterlinck's blue-bird of happiness, very difficult to find if you hunt directly for them. In pure science you do not always get what you start out to seek, but you may discover something far better. The whole of an aniline dye industry of Germany was based on an accidental discovery made by a chemist who was carrying on a research in another direction.

Mr. NICKLE: In other words, the pecuniary advantage of some knowledge that is obtained today may be thought to be negligible, and yet in the realm of the ultimate future it may prove to be of immense financial advantage.

Dr. SAUNDERS: Yes, sir.

The CHAIRMAN: You were speaking of fundamental problems which are so difficult to follow out and investigate when the investigator is constantly interrupted by routine matters. In your opinion, is it possible to have any government institution which could deal with fundamental problems?

Dr. SAUNDERS: I think so, although I think that the proper spirit could more readily be obtained under university control. But if a research institute were governed by an independent commission of scientists a good atmosphere for scientific research could be provided. But, as I said before, I would not consider such an institute as likely to be useful in pure science unless it were organized on an independent plan and were given very much more freedom than is generally allowed in government departments.

The CHAIRMAN: As things are at present constituted, and in view of the practical and political defects which must always prevail, do you think that a central institute, if founded here, would be of any use to the Department of Agriculture in solving its laboratory problems? Would there be some co-operation between the Department of Agriculture and such an institute?

Dr. SAUNDERS: There might be. So far as my work is concerned, nearly all my problems are field problems, but I have a few problems which could be perfectly well dealt with in such a place. I do not know however that there would be any great advantage in removing the laboratories from where they are now situated. Practically all of the more scientific part of my work is done in the field, and could not of course be dealt with within the walls of a building.

Mr. McGIBBON: I take it that you would rather have the laboratories under your own direction than in an institute in Ottawa.

Dr. SAUNDERS: Yes, for personal reasons; but I do not think it would make a very great deal of difference, so far as the work is concerned. Milling and baking laboratories like mine were established by the Department of Trade and Commerce for essentially the same kind of work. Consequently the two overlap a good deal. Both could be combined in a new laboratory to do all the work, which might be more economical.

Mr. McGIBBON: I am not looking at it from an economical standpoint, but from the standpoint of whether it would be better to have one directing mind, or a number of directing minds.

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Dr. SAUNDERS: That would depend a good deal on the minds in question. Sometimes there are advantages in having more minds because more problems are taken up. Laboratory work is not a large matter in my division. My fundamental, scientific work is chiefly in the study of heredity in plants, which of course involves field work; but there is no reason whatever why a central institute could not control such field work if it were thought desirable. It could purchase or rent the small areas required. It is only when the work becomes of a more practical character that large areas are required for the propagation of the best new sorts of cereals.

Prof. EDWARD E. PRINCE: I propose to confine myself very largely to the fisheries as a great natural resource of this country, and a lucrative industry because I feel that the future development of our fisheries depends upon scientific knowledge more than anything else, and that the decay of the fisheries, which has already begun, is due very largely to ignorance. There is no greater source of decay in exploiting any great natural resource than ignorance. The fisheries have already shown signs of some decline, so that I am an advocate of scientific research and scientific knowledge in regard to this great natural resource. I do not know whether the members of the committee are familiar with my work, but without I hope being regarded as egotistic I shall devote a few words to my experience.

I was appointed in October, 1892, as scientific adviser upon fishery matters by Sir Ilibert Tupper, who was at the time the Minister of Marine. He felt the need of scientific advice. He had plenty of what was called practical untrained advice, officials who knew all the red tape of the department; but, as he told me himself, he felt that he needed some advice continually on fishery questions from some trained man, and as I had had great experience in Scotland, England and Ireland, having made quite a number of fishery surveys and having also been one of the pioneers in the study of fish life in the sea, he thought I was qualified for the position, and I was appointed.

During many years of my official life, I have felt what others have expressed to-day, that official rules and routine do not encourage a scientific man. He feels himself hampered at every point, and consequently carries on any scientific work which would be of benefit to the country, under great difficulties. As an illustration of what I mean by a scientific knowledge having a practical value in regard to the fisheries, I will refer to the circumstances which led me, when attending the university in Scotland, to take up fisheries research and become a fishery expert. The British Government had been asked repeatedly to pass laws in regard to steam trawling, and to prevent this method of fishing upon certain grounds in the sea because they were said to be spawning grounds. Commissions were held under great authorities like Professor Huxley and others, at which evidence was given by fishermen. Some fifty thousand Scottish fishermen testified that great quantities of spawn were destroyed by steam trawling, that the young fish were destroyed in immense quantities, and they urged that laws be passed to stop that method of fishing. The fishermen were asked where the spawn lay. They described the spawning grounds and told how they got up specimens of the spawn from the bottom. I was appointed by the Scottish Fisheries Board to work under a very distinguished authority, in fact the greatest authority on fisheries living, I think, Professor McIntosh. He asked me to find out where the fishes laid their eggs. I dredged and trawled for quite a long time from Government boats, and could get no spawn whatever on the banks which were claimed to be the greatest spawning grounds for haddock, herring, flat fish and plaice. I then used tow nets in the water and I found that the eggs of the fishes instead of being at the bottom, as fishermen had said, were floating near the top, and that the fishermen were all wrong in their opinion that the trawl destroyed the spawn, for the simple reason that the spawn was not at the bottom to be destroyed. The laws preventing trawling on alleged spawning grounds were therefore entirely erroneous, and I am glad to say that this fact awakened the public mind, and it

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awakened the fishermen too, because they burnt in effigy some of the men who made this discovery of floating spawn. The public were awakened, and they said: We must not rely on the evidence of practical men any longer; we must get expert information, and that led to the Scottish Fishery Board inaugurating a system of fishery researches which have been carried on ever since. Every enlightened country has done the same thing, has carried on fishery researches in their seas and lakes and rivers with great advantage to the fisheries; so that the late Lord Lyon Playfair, who knew a great deal about this work, announced in the House of Lords a few years ago that fishery laws based on unscientific information were worthless and harmful. He gave some examples, citing particularly the herring industry as being directed by laws based on unscientific information which had proved destructive to the herring fisheries on the west of Scotland.

I may say in parenthesis that the herring is the only fish of great economic value that lays its eggs on the bottom. I may also add that trawlers cannot trawl on herring spawning ground because it is very rough rocky ground as a rule; so that herring are protected in that way.

I have been the scientific advisor to a great extent in the naval service of the Department of Fisheries for many years, and have continually been giving scientific opinions on various matters. It would astonish perhaps the committee to know that I get letters from all parts of the world asking for information on fish and fisheries. Within the last few days I have received letters from New Zealand, Australia, and India asking my opinion as to fishery questions. Of course, I have gathered a great deal of information about our fisheries all over Canada, and have visited practically every part of Canada with the exception of the Yukon. I have also been chairman of about twelve government commissions appointed to investigate various fisheries, such as lobster, or shad, or salmon in British Columbia, the Government having felt that a scientific man at the head of these committees of investigation was desirable. I am also chairman of the Arctic Expedition Committee, of the Fish Refrigerating Committee of the Research Council; and for many years have been a member of the international commission dealing with international fishery questions under the Treaty of 1908. Fish hatching and hatcheries were for fourteen years (1895-1909) under my charge, though placed under other superintendence in recent years. What struck me very much as a departmental official was the uncertainty when technical problems arose as to who should deal with them. If it were a question of say the analysis of samples of water from lakes in which we were going to plant fish they might go to six or eight different authorities; frequently they were sent to Dr. Shutt, Central Experimental Farm. He has done a great deal of this work as a scientific analyst. It might go to the Inland Revenue Department's chemist, or to the Customs Department's chemist, or to half a dozen other departments which have chemists on their staffs who can undertake the analysis of water. I often felt that there should be some one authority to which these samples should go. There are at least ten different departments that are at present dealing with fishery matters. There is the Naval Department, the Interior Department, which deals with fisheries in some reports; the Inland Revenue Department, the Customs Department, the Department of Trade and Commerce, the Mines Department, the Census Bureau, which recently published an extended report on fisheries, the Agriculture Department, and the Natural Resources and Conservation Commission. Most of these reports published by commissions and departments, other than the Fisheries Department, are compilations instead of being original work by men who are experts on fisheries.

This waste of energy and duplication, and re-duplication, seems to me one of the greatest weaknesses of our present system and some centralization is absolutely necessary where scientific questions dealing with fisheries, as with other matters, can be dealt with economically by qualified experts. I know I am on controversial ground but

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official heads like to have big departments and the more officials they have the more credit they think attaches to themselves. So that each department wants its own lawyer, architect, biologist and medical officer, and all duplication goes on in order to enlarge the staff and make the department important. The idea is duplication and waste of money. What is the remedy under this condition of things? I, myself, suggested in the Fisheries Report, 1893, page 188, the creation of a biological station. This has grown into a system which is under the Biological Board of Canada. The Biological Board of Canada was started in 1898 and worked for under the Naval Department, which was then the Fisheries Department, but it found itself so continually hampered and trammelled by red tape and all kinds of petty official interference that there was some danger that the best scientific men would resign from the Board. For the sake of efficiency it was represented very strongly to Sir Douglas Hazen, when he was Minister of Fisheries, that the Biological Board must be made more independent of the Department but still under the Minister's control. This was done. A special Act was passed by Parliament. The Biological Board Act, 2 George V, chap. 6, and the Biological Board was given that freedom which was essential to successful scientific work, and for some years now the Board has gone on successfully doing its work in a most satisfactory way as the Deputy Minister has cordially testified, free from red tape official interference. The results have been that quite a number of important reports have been published. These reports are mainly the work of scientific men who have worked without fee or reward. The Biological Board consists of nine men, including myself. They are representatives sent by the great universities and all are eminent Biologists, McGill, Toronto, Laval and Queens and other universities are represented on this Board. By the Act creating this Board these men are precluded from taking any honorarium or fee. They do their work gratis. Their expenses are paid and their board. I am the only paid official on the Board. Dr. Macallum is the Secretary-Treasurer. This splendid work has been done largely by the honorary system. Some junior biologists, who are distinguished graduates, appointed by the Board to do definite work, receive somewhat inadequate pay, and recently the Board appointed two permanent officers in charge of the stations, one of whom is on the Atlantic coast, and the other on the Pacific. About 150 reports have been published, by the Biological Board, of work done at these stations. I would like to indicate in a few words what the reports cover, so that the Committee may see that this technical scientific work is of practical importance to the fisheries. Broadly speaking, the reports cover about 10 separate fields. They are, first of all, problems of a strictly practical nature, like the sawdust question as affecting fish life, also experiments with respect to the use of dynamite and other explosives. Dynamite and other explosives have been used by the fishermen, and the effect of that was investigated and it was shown how harmful it was. There have been bait experiments and tests with different kinds of bait, to inform the fishermen how they might use neglected bait resources and make better catches of fish. Very important investigations were carried on upon our valuable seaweed resources. The great B. C. kelp beds were investigated by Professor A. T. Cameron, of Winnipeg, who showed what great commercial products might be secured from this source. The question of freezing and curing fish has been investigated and these curing experiments have had good results, because under a distinguished lady, a biochemist, Dr. Olive Patterson, the fish were cured under the best scientific conditions. Specimens were sent round to members of Parliament and to various authorities to ask them what they thought of these cured fish which were prepared by the Biological Board, and they were unanimously declared to be the best finnan-haddie that ever appeared on the table of these people who got them. That was an important practical result. It was shown how the best finnan-haddie could be produced. The finnan-haddie generally prepared in Canada have not the high repute in the market that other finnan-haddie have. They are supposed to be an

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inferior production compared with the Scotch and English finnan-haddies. Then there was the study of the food of the finny tribes, because wherever the feeding grounds are found the fish will gather, and it is important to know therefore where the food occurs. There are a number of reports by Professor R. Ramsay Wright and iProfessor Playfair McMurrich on this question of floating fish food, etc. The Board planned studies of the diseases and parasites of fish, and on the spawning habits and life history of fish. These researches are in many cases still going on. The study of fishing operations, fishing gear and the use of various new baits is an important field and must be of benefit in the future to the fishermen. We have had special investigations on the oyster and the clam beds. It was found that much needed information of a technical character was entirely lacking in regard to oysters, clams, scallops and other shell fish and valuable reports have been issued dealing with them. Then a very important problem was the great lobster industry. We have had a special investigation in regard to the decline of the lobster, and methods of restoring the lobster to plentitude and a number of reports have been published. Then we have had chemical, hydrographical and physical investigations of the waters which form the habitat of fish, and these bear vitally on the prosperity of the fisheries. These physical researches are of importance to the fisheries as a commercial enterprise. We also have a series of reports of a faunistic and botanical nature, a series numbering no less than twenty. These faunistic researches upon all kinds of life in the sea and in inland waters have a direct bearing on the abundance of fish. Then the Biological Board started researches on the utilization of fish waste and production of fish manures. This subject is one in regard to which several publications have been issued, and we have had great assistance from Dr. Shutt, of the Experimental Farm, in the analysis of fish fertiliser products, especially dogfish and other waste fish. This rough survey indicates what the Biological Board has attempted to accomplish and the large field the fisheries afford for researches at our biological stations. The question naturally arises, what is the best method of ensuring the best results from such technical researches. I myself have had experience of three different methods, namely, departmental researches under official departmental control; researches carried on in universities under academic conditions, and researches carried on in special research laboratories. From my long experience I unhesitatingly say that the research laboratory is the one in which the best work can be done. The enthusiastic trained worker can investigate and know that he is left free to do his work in the best way. I was a university instructor myself in Scotland, and I know that even there, however enthusiastic a man might be about research, the main object of the university staff is the training of students for professions. Everything is concentrated on that, on training men for various professions. It has been said that Germany is an illustration of the conversion of universities into research institutes. So far as they became research institutes they failed as universities. I will illustrate this by an example. A man who wanted to study my object, biology, might go to Jena in order to be under Professor Haeckel. I have known them do this; they have gone to Jena to study under Haeckel. But during the several years which they spent at Jena they never saw Haeckel, because instead of teaching he was busy with research. A friend of mine went to Heidleburg to study under Carl Gegenbaur, the great anatomist, and he told me that he never saw Gegenbaur the whole time he was there, he was so busy with research. An exceptional man may be able to do both research and academic duties, but the professor, who is doing his duty as a teacher, has his spare time only for research. Therefore, I favour a central research institution devoted solely to original investigation. The preparatory and thorough training of men for research is, of course, the great duty of a university. The fact is that in Canada we have too little of that special advanced training in the universities. The Biological Board has found year after year, that there were not enough men training to take up problems

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which might be urgently waiting solution. Students are anxious to qualify for medicine, law, the church, etc., and there is a lack of men qualified to take up original scientific research.

Now, if the universities can devote themselves to the training of men for technical research, they will be helping a great deal in furthering the advance of scientific and practical work in the country. Professor Clark, of Queens, recently appeared before the committee and I believe admitted that he intended to devote himself to research at Queen's University by relinquishing his university duties proper. He would give up his teaching largely, and devote himself to research. Of course, the two things are, to some extent distinct. University training should lead to research. The student who begins research too soon makes a mistake. No man can begin research until he has had a thorough training in the general principles of science, chemistry, physics, and I would say languages, too, are necessary because in order to read scientific literature he must have a knowledge of several languages. Therefore, a university training is essential as a preliminary to advanced research later on.

Mr. WHIDDEN: Is it possible for a professor who is not doing a regular amount of research work to produce research students, to give them the spirit and the attitude. If they are diverted into merely routine instruction or have to devote themselves to the duties imposed upon them by the university authorities, how are they going to give the student of the third or fourth year spirit?

Dr. PRINCE: Any teacher in a university who is not an enthusiast has no place there. I remember that I myself was a pupil of Sir Michael Foster, the great physiologist, and he gave lectures in the University of Cambridge, but he inspired every student to go on with research. No man passed through Sir Michael's classes without feeling that he would like to take up some original physiological problem. That was the result of his ordinary university work preparing for the usual degree. I myself was inspired with enthusiasm under such great biological teachers as Professor Adam Sedgwick, of Cambridge, and Professor McIntosh, of St. Andrews. On the other hand, I have been under professors who killed enthusiasm. Perhaps these are men of the type you were referring to. A teacher in a university can inspire men to take up research by the instruction they give in the usual university course. I would not preclude a university from research, I would encourage it. In Scotland the regular university work does not kill the desire of the student to carry on research.

Mr. THOMPSON: Which system has produced the great scientists in England, such as Darwin, Huxley, or Tyndall, or Clark Maxwell?

Dr. PRINCE: I am very glad that Dr. Thompson has raised that point. We have been looking very critically at Germany lately. One of the most remarkable points about German science is that it is now recognized how very few men of the highest rank it has produced. The leaders in science, the great men in biological, physical and other sciences, are either British or French. Charles Darwin, Sir J. J. Thompson, Lord Rayleigh, Sir J. Y. Simpson, Lord Lister, Lord Kelvin, and a host of others who could be named as occupying the first rank. German scientists have looked up to British leaders. The German system produced largely not original workers but plodders at problems which other better trained, better qualified scientists gave them to solve. Darwin gave Germany a multitude of problems and she worked them out laboriously. If you want to produce original men the German system is not the system to adopt; it is a system by which profound problems thought out by great men are taken up and further developed. Imagine Sir Isaac Newton being told by a department or by a university to discover the law of gravitation. Sir Isaac Newton, founder of the modern science of physics was produced by a university system which is the system of thorough training and culture in the largest sense. I am very glad that that point was raised, because the more one looks into the question of original research, the more

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one finds that the German system did not produce the great pioneers and leaders in science, but mainly laborious and patient followers. Take radium studies, Professor Rutherford, late of McGill University, is one of the leading men in that most recent field of science. In France the same condition prevails. It produces original scientific leaders.

The CHAIRMAN: What is your view with regard to the aid which a central institute for research would give you in your special problems.

Dr. PRINCE: I rather think that it would be an advantage for the biological stations to be affiliated to some central authority. These biological stations deal with work in the field in which I have all my life been interested, and in some way they should be affiliated or connected with the central institute, so that it would be part of its system. As Dr. Shutt said in regard to agricultural researches, they must be carried on in the field and a large amount of fishery research likewise must be carried on in the sea and inland waters. It cannot be done wholly in a central institute, but the central institute, directing scientific body, would be able to give the direction and provide the apparatus for such researches and it would be of very great value to a department like ours to have the assistance of such centralized organization of eminent scientists to solve the problems.

Mr. THOMPSON: There is no doubt in your mind, I take it, that we should have a central research institute?

Dr. PRINCE: Yes, I think that would certainly produce the most economic results, and would avoid the duplication and waste in scientific investigation and in publication of technical reports which at present goes on.

The CHAIRMAN: Would you lay some stress on the need of having the same independence as your Board has?

Dr. PRINCE: I may reply to that by a personal allusion. I began and worked for many years as an enthusiastic fishery expert, and official Departmental association has knocked all the enthusiasm out of me. I am an enthusiastic scientist without enthusiasm.

Dr. MACALLUM: The present biological stations are open only for a certain time of the year. The climate determines that. These stations cannot be manned as they ought to be for certain problems, such as for instance the chemistry and bacteriology of the fish curing. Could not that work be carried on best by an establishment that would be open all the year round, by some central establishment Professor Prince?

Dr. PRINCE: Yes, the material could be secured in the sea and shipped and most satisfactorily dealt with. The material could be sent to a central point and worked up there as is the case in most scientific laboratories.

Dr. MACALLUM: Is not the bio-chemistry of fish products a subject that calls for special qualifications in the way of research training?

Dr. PRINCE: Bio-chemistry is such a new science that it is rather difficult for me to reply to that. It is becoming more and more important. It touches so many diverse fields. It is being realized that some of the most practical questions in regard to food are bio-chemical questions, and the bio-chemists require to be specially and thoroughly trained. We have a very few bio-chemists in this country, and there is a great and expanding field open. The universities would require to train bio-chemists. Students might be encouraged to take up bio-chemistry if they were assured that there was some permanent work for them in connection with the central research institute. At present, the bio-chemist may feel uncertain as to what may become of him after he has passed through his long and difficult training, and that is an important feature about a central institute, it offers careers to such men. A large staff of workers would be necessary and the best men could look forward to some permanent career. It would also insure

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the publication of their results which, as Dr. Charles Saunders pointed out, is very important. The Biological Board has published a number of volumes from 1901 to 1918, and now we are warned that no more will be printed. A central institute would issue bulletins which would be of international as well as national importance.

The Committee adjourned.

FRIDAY, June 13, 1919.

The Committee met at 10.30 a.m., Mr. Thompson, Acting Chairman, presiding.

The ACTING CHAIRMAN: We have with us this morning Dr. Stratton, of the Bureau of Standards, Washington, who has very kindly come to give us his experience.

Dr. S. W. STRATTON, Director, Bureau of Standards, Washington, D.C.

The ACTING CHAIRMAN: We have no particular method of presenting the evidence before this Committee. Each witness proceeds to make his statement in his own way.

Mr. SHEARD: If the Doctor would kindly give us briefly an outline of the Bureau of Standards' work, it might be of assistance.

Dr. STRATTON: I have no special topics this morning, nor any particular way of presenting the matter. The subject is one in which I am greatly interested, and if anything I can say or do would enlighten the Committee on this subject of establishing a similar institution in this country, I am sure it will give me very great pleasure to assist you. I think perhaps you had better proceed in the way you are accustomed to, and I imagine your methods are not greatly different from the methods of our own committees. Do not hesitate at any time to interrupt or ask questions. It is only by questions that very often the important points are brought out.

First, the Bureau of Standards was established in 1901. At that time our Government had a small Weights and Measures Department which grew out of the necessity for standards of length in our coast survey service and standards of weights and measure in the Customs service; it consisted of four or five rooms, and perhaps half a dozen employees, it performed little or no functions for the public and its activities were confined to length, weight and capacity standard. At that time we were securing our electrical and many other standards from the German institutions. No provision was made for the standards of scientific work such as temperature, electricity, magnetism, etc. The law establishing the Bureau of Standards was enacted in 1901. It took two years to select the site, make the plans and erect the first building. The original appropriation was \$250,000 for the building, which was divided into two buildings, requiring an additional \$75,000, a staff of 14 or 15 people, and perhaps \$100,000 for equipment. That would mean at the present time about double that amount. The bureau was located two or three miles from Washington, in a neighbourhood which we felt would be reasonably free from commercial or popular development. That has been a good thing in many ways, but it has had its drawbacks. We have never been interfered with as far as traffic or the development of a poor class of buildings is concerned, but the land about the bureau is largely held by speculators and it has been very difficult to get land for our extensions, and very difficult to secure houses in the neighbourhood of the character that our people wish. On the other hand, the traffic to this institution is in the reverse direction. Those who live in the city go out to the bureau in the morning, and they come into the city in the evening, so that the

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transportation problem is fairly well handled, and that is a question to which you must give careful consideration in establishing your own institution. I refer to the transportation problem and the comfort of the employees. It will add very greatly to the efficiency of the institution if it is established in a place which is accessible and around which the employees can live comfortably. The bureau site now consists of 30 acres. The recent acquisitions have been at a cost of \$8,000 per acre, making approximately \$200,000 for the site. The first building provided for was divided into two, and I think you will probably do the same thing. One building is a laboratory and the other containing the power plant and heavier mechanical facilities that always go with such an institution. That should be central. A building should be provided for this power and heating equipment about which all of the others can be grouped, the other buildings, as they have been added from time to time, are connected with this central building by tunnels. Steam pipes can be carried from one building to another. In investigational work one never knows what facilities are going to be required, and in the kind of problems taken up by the Government in an institution of this kind you are going to need exceptional facilities, you can install from our power house, as it is called, or mechanical shop, to any other room in any other building, steam pipes, water-pipes or electrical wires, without piercing the walls and without any great labour. That is a matter which your architect will look out for and about which we can probably be of some assistance. The type of building selected in the first place is reinforced concrete for solidity, faced with a very pleasant type of local brick and trimmed in limestone. In this country you might substitute your ordinary building material, but the particular feature of our laboratories is that the floor plans are much the same. Partitions are carried up from the bottom to the top resulting in a very strong cellular construction. You never know where you are going to put a heavy piece of machinery, weighing tons, or whether the apparatus is going to be a delicate mechanism. That has been a great surprise to us, and the most important thing that must be looked after in your construction. Our late building, the two that have been built recently, are what would be termed mill-construction, reinforced concrete for the floors, columns and walls and built very strongly; before the outside is put on you would say it was a factory building; the outside is put on with the same brick we have used in the construction of the former laboratories. The trimming is Indiana limestone, and makes a very presentable building. It would not be a good type in this country perhaps, on account of the severity of the winter, but it gives splendid light. Large broad windows give good light in the laboratories. Our laboratories are standardized in such a way that a room which is used for a certain thing to-day can be used to-morrow for another; we have followed that throughout, so that the question of growth is provided for. That is approximately 200 feet long, 60 feet wide and 4 stories high, and basement; there are six of these. The first one was taken as a general laboratory, the power house and shop was built at the same time; it is practically the same. It was the first of the large buildings. The others have been added from time to time. It is a very simple thing to move because we have standardized the laboratory rooms to a large extent. The next one built was the electrical laboratory so that from the first building the electrical section went to its permanent home, the next one built was the chemical laboratory. Every branch of work and almost every problem taken up involves chemistry of the most difficult kind and so we have met all these needs in the chemical laboratory. The fourth one taken up was the laboratory of metallurgy and a number of other things. During the war funds were provided with which to build a large laboratory for military purposes. Instead of building a temporary wooden structure we built the simple type of laboratory referred to, one of which was built last year. That laboratory is approximately equal in size to three and nearly four of the others. We have in all three small buildings that represents an expenditure of \$75,000 each, six that cost approximately \$250,000 each and one at \$1,250,000, making approximately

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\$3,000,000 as the accumulation of about 18 years. They have been built from year to year as the necessity arose and there has been no great burden upon the Government. The original plan was such that when a new building was completed some one moved out permanently and others got more room. The staff of the bureau at the present time is approximately one thousand people. During the war it numbered something like 1,500 and we had 300 or 400 soldiers. We found that our drafts included the young scientific men, and like the other countries, our military authorities were on the point of assigning them to other duties, but fortunately they saw the need for them in the work of military development of a scientific character, and we were allowed to select experts from the draft. About 70 per cent of this normal staff of a thousand are scientific and technical and about 30 per cent clerks, workmen, labourers, watchmen, etc. Now the basis of the Bureau organization of science. The thing that has impressed me more than anything else is that you can reduce most all of these questions asked by the industries and by the public to the ordinary fields of physics and chemistry. So our organization is based upon the fields of physics, and chemistry and a few technical divisions, but even in the case of these technical divisions as a rule the work is based upon that of the scientific divisions. Now the questions of measurement are fundamental in commerce, as you know, and in industrial processes, so that the first thing done in the new bureau was the enlargement of the old weights and measures office into what we call the Weight and Measures Division of the Bureau of Standards.

The ACTING CHAIRMAN: Pardon me, is that the way the Mellon Institute originated.

Dr. STRATTON: Oh, no, the old office was under the Coast and Geodetic Survey. In 1901 the Bureau of Standards was established and it is rather important to keep that in mind because it absorbed the weights and measures work.

The bureau's work as originally planned and carried out in our first years consisted in addition to weights and measures, electricity and magnetism, heat, light, and other standards of measurement. We had almost nothing in our country in the way of provisions for standards of electrical measurements. We were going to German institutions for our electrical standards almost without exception. I think it was that one thing that influenced our Congress more than any other in providing for the establishment of the bureau; they had two hearings in regard to the bill and the fact that we were depending upon foreign countries for the standardization in connection with the standards of measurement was the thing that impressed the committee.

The relation of such an institution to the electrical industries of your country will well warrant the expenditure that you propose.

Our own institution receives many requests from this country along that line, we standardize electrical instruments for your individual units of industry and sometimes for your officials and I may say here that in case you establish this institution a great deal of good can come from the interchange of ideas. You will have an enormous advantage over us in that respect. At the start we had the experience of the work in Germany and of the National Physical Laboratory in Great Britain and they were of great assistance to us in establishing the bureau. Now you have the accumulated experience of all three institutions and can establish such an institution more economically and with a better organization. I see no reason why your institution should not work in the closest harmony with ours and I think it will. The relation between the National Laboratories is very close. No question pertaining to a standard of measurement is taken up and settled by our bureau without co-operating or at least corresponding with the National Bureaus of other countries. The closest relation had sprung up before the war and that will be continued and emphasized by the International Bureau of Weights and Measures in Paris, you can see that this is very essential if we are to have uniform standards throughout the world.

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When we took up the question of candle power we had one unit of measurement for gas and another for electricity; Great Britain was using one standard, Germany another, the candle power was different in each of those countries. Now it was not desirable to continue that condition; we cannot do that because standards are too closely related to the commerce of the world and I can give you many illustrations of that sort. One of the principal fields of standards is that of heat and thermometry. You can hardly realize what that means to the industries using high temperatures or to the manufactures in almost any field. Only a few years ago no uniform methods were available, very many industries depend upon temperature measurements for the success of many operations. There is hardly a branch of industry which must not have proper standards of temperature, and, what is equally important, proper methods of measurement. That is another thing to keep in mind. It is of no use to have a standard—you may develop all sorts of standards and measures and file them away, but the important thing is to make these accessible to the public. It involves not only the most difficult kinds of researches in developing these standards and methods of measurement, but the most difficult sort of work in making them available to the public, and in teaching the public how to use them. I know of no better illustration than heat measurement. Most of us are familiar with the thermometer. A few years ago we got our standards of the ordinary thermometer from abroad. Modern scientific work has made it necessary to measure low temperatures. We must measure the temperature of liquid air and liquid hydrogen. We are called upon to do that quite often. The separation of many gases depends upon that process. During the war, the production of the helium gas for the Allies depended upon that process. As you go up the scale, there are many temperatures to be measured in the industrial processes, from the boiling point of water up to the melting point of the ordinary metals. These temperatures are exceedingly important, but they involve an entirely different class of apparatus. Then there are the high temperatures used in all sorts of furnace work. That brings in another kind of instrument, if you provide the standards in the thermometry, and the methods of using these standards; if you provide the facilities for testing these things, and comparing that apparatus—and the standard is often embodied in the apparatus—with the standards which your institution sets up you will need the very best men in that branch of physics. It involves the most difficult sort of physics. We are familiar with the melting point of ice, and the boiling point of water. They are taken as fixed points, but to-day the melting point of metals and their boiling points of liquids are used in exactly the same way in the testing of the heat measuring instruments. Your institution will have to maintain and preserve all these things in such a way that they may be made quickly available to the public.

Another division is that of optics. But before we leave heat measurements, I think you can see that the question of measuring heat at industrial plants is a very important matter. These questions pertaining to the measurement of heat and the development of heat measuring instruments are just the same and handled by one group of experts.

The fourth division of the bureau's work is that of optics. You would be surprised at the number of optical instruments that are being applied in all sorts of industries, and especially in scientific investigation. A few days ago I was waited upon by three or four gentlemen representing an industry, and it was a question as to whether the colour of a certain material was permanent. While he waited, the sample was sent down to the laboratory and tested. I could give you many instances of the application of the principles of physics that possibly you have not heard of before. That is one of the great values of an institution such as this. Instead of having to wait ten or twenty years before a scientific discovery is made available to the industries, the institution becomes a clearing house for such information. It is the business of these people to know what is available. The ordinary manufacturer

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or members of the public can go there and see what is available in scientific data or methods, and it is marvellous how it works out in that way.

The fifth division is chemistry. As stated before, nearly every problem that we take up in regard to materials or in regard to the development of standards involves the purity of materials, and so one complete division is devoted to chemistry with a chemical staff. These are the scientific divisions.

Then follow the technical divisions which represent groups of applied science as it were, working with the industries on the one side, and with our own scientific sections on the other. The first of these is that of the engineering instruments and investigations. Throughout the industrial world there are a great many instruments, such as gauges, and meters of all kinds, water meters, and steam engine indicators. A great many of these do not come within the scope of the scientific divisions. This particular division handles that sort of thing and undertakes investigations which would be classed as mechanical engineering, but the work of this division is based upon physics and chemistry and it co-operates with those divisions.

The seventh division, or the second of the technical divisions is that of structural materials. That has to do with the leading structural materials. It is divided into several groups. The first has to do with metals, both ferrous and non-ferrous. The second is cement, concrete, stone and lime. The third is the clay products, and the fourth, miscellaneous materials such as textiles, rubber, lubricating oils and so on. You would be astonished to know how little is really known in regard to the actual properties of these materials. There is not a single one of these subjects under this structural or miscellaneous material work that would not warrant the expenditure of every dollar that our bureau expends every year.

For example, the clay products; when the war broke out we were importing all of our crucible clay for certain purposes, what we call graphite crucibles are used for the higher temperatures in many industrial processes. I think we were making \$25,000,000 of them a year. The industries are very apt to follow along the lines of tradition. In our porcelain and china industries we use the English kaolin, a systematic study of our refractory clays—fire clays as they are called—has shown that by a suitable combination we can produce a better material than the German clay. We study clays from the standpoint of fire resistance, their load carrying capacity under high temperatures, their melting point, etc. Some will carry a very high load, but do not have a high melting point. Others are very refractory, but will not carry a load, so that a retort or furnace built of it will go to pieces. Now, by a suitable combination of these clays, we can produce a better clay than a single one. But think of the conditions that existed at the outbreak of the war, the making of our crucibles in which the metals for munitions were melted from German clay and Ceylon graphite and we had many such instances. Then again the questions of the clay products are very closely related to many other industries, such as glass-making, the question of glass-pots alone would warrant great expenditure on this material. In these days of new processes, the lining of a furnace must be adjusted to suit the thing that is being melted in it. I know of one case where a furnace lined with the wrong sort of refractory caused a loss of over \$400,000. Gas retorts and crucibles, especially gas retorts and equipment of that kind, have to meet a much higher demand than before. It is almost impossible to get refractories that will meet with the requirements of modern development. That one thing, the researches in connection with the clay products, is an exceedingly important one, and in itself would warrant the establishment of such an institution as you propose. I cannot overstate the value.

Under miscellaneous materials we class paints and oils, paper, textiles, rubber, leather, lubricating oils and a few other things; the day has come when it is just as necessary to have standards of these materials as it is to have standards of measurements. We call them standards of quality. To-day paper is bought and sold by a

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specification and test, it is the same with textiles and other material. The day is not far distant when you perhaps will require the branding of all materials, and that it will be a misdemeanour to sell textile or paper or anything else for other than it is. It is coming just as we insist upon pure food, but, that is impossible, and cannot be done, until you have proper standards of these materials and methods of measuring, I think we would have had such a law some time ago in regard to certain materials if we could have made it possible to administer the law. Such a law cannot be administered until you have your standards and methods of measurement. I know of no subject that needs investigation more than rubber. I mean from the standards of both the manufacturer and the public, and in these matters we must always keep in mind the interests of the public. It is not all one-sided and is not all for the industry, but in the long run the interests of the public and the manufacturer are just the same. The user wants to get the best material that is suitable for his purpose. It ought to be the manufacturer's object to make the material that is wanted in the most economical and efficient manner. The two things are not at all inconsistent, in fact they go hand in hand, and if we undertake to establish a standard of the materials, the process is always the same. We call together the typical users. Such cases often arise, we sometime take from the Government service our typical user to begin with. It may be rubber, leather, textiles, or what not. We discuss with these users their needs. We try to locate, if we can, good as well as bad articles or material. Take the question of lubricating oil; we ask the Government engineers for samples of oil that have been found satisfactory, and what is equally important, for samples of oil that has failed, or any other material, whichever one we happen to be discussing. Then as a laboratory, we try to find out why the one is good and the other is bad, and build up what is ordinarily known as specification. It is going to be called a standard of quality. The term "specification" will disappear, and the standard of quality will take its place in a great many cases. Then we call in the manufacturer. He looks at this and he criticises it. He says, "I can't make this," or "I can make this." Usually he makes valuable suggestions to the laboratory, and aids in building up the standard. Then the material as specified must be made, and so you have a hand in hand relation between the manufacturer on one side, the user on the other, and the investigations of the laboratory. You would be surprised to see how that does away with the differences between the user and the manufacturer. We have the establishment of a standard which the user says is a thing he wants. The manufacturer says, "It is a thing I can make," and the laboratory has put it in scientific terms, so that it can be measured just as you measure yards and pounds. That is just as necessary in good business as good weights and measures. But the great work of such an institution is to make such scientific investigation as may lead to an improvement of the standard and hence the quality of the material, the object sought by both the user and the manufacturer.

I think you would be interested in some of the other things that are involved. I will refer to our appropriations for the present year, the one which is just about to close. Our fiscal year ends June 30, it includes considerable military work. We have two forms of appropriation. Most of the regular government bureaus are provided for by specific or statutory appropriations, so far as personnel is concerned, that is each salary is fixed by law. It is a very good thing for clerical service and service of that kind which has been standardized. It has turned out to be not a very good thing for scientific work, because there is too little flexibility. The Legislative Bill carrying these provisions designates each salary, so many physicists at such a salary each and so many associate physicists, and so on. Then in addition to this regular budget we are given from time to time certain sums for handling specific problems. Now for the past year our regular appropriation for statutory positions, equipment and lump sums, from all sources, so far as legislative action is concerned, \$1,185,000; for the

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large building from the National Security and Defence Fund, the amount was \$1,250,000. Congress appropriated during the year for special military work at the Bureau, such as military researches and standardization of munition gauges \$400,000. Then there were transferred to us certain sums from the military department, the aviation service, and other services wishing problems solved, would come to the Bureau, and finding our own funds not sufficient, would transfer funds to carry it on, and I think we had something like half to three-quarters of a million, so that during the year our total expenditures were something like three millions.

For the coming year, the regular appropriations already made amount to \$1,400,000, as compared with \$1,185,000 for last year, showing that notwithstanding the wave of economy that is spreading over the country, and the discontinuance of military funds, our regular appropriations have increased. Supplemental estimates have been submitted for half a million dollars. Quite a number of urgent things have come up which have made it necessary to submit supplemental estimates to the amount of half a million dollars. The transfers during the year will probably amount approximately to \$100,000, making in all a total of \$2,000,000 appropriated or requested for the coming year. Leaving out the cost of the large building, the appropriation for which is very close to what we had last year, the appropriations show that there is a growing appreciation not only on the part of the public but on the part of the members of Congress, of the value of the work of the Bureau. This sum of \$1,400,000 for the coming year is divided as follows: for statutory salaries, \$486,000; for equipment \$100,000; for general expenses \$60,000; for repairs and alterations of buildings \$8,000; for care of grounds \$6,500. That is the regular budget, salaries, equipment, and for non-expendable things. These items will be of interest to those of you who I hope will be called upon to submit the estimates, a great deal depends on the way the estimates are prepared. We have classified our expenditure into equipment consisting of inventoried apparatus, and general expenses consisting of expendable things such as coal, gas, railway travelling, and so on. Then for structural materials there is \$125,000. As I have explained this structural material work has to do with the development of standards of materials. That fund is not at all sufficient. By means of it we are enabled to test a tremendous amount of government purchases of material. I do not know whether that has been considered in connection with the proposed institution here, but it will certainly have to care for the standardization of materials. That one item alone has meant a great saving to the Government by enabling it to make its purchases properly. That fund also provides for investigations and tests of building material, under it we test all the cement used in Government buildings, and much of the steel and other materials. The amount of cement tested by the Bureau last year, if done by ordinary laboratories, would have cost \$200,000. That was unusual, and the work was carried by the transfer of military funds. Then for testing machines there is \$30,000. We have a very large testing machine in which we test building columns and other beam material. The first programme carried out was one of a series of steel columns. This programme was planned by the civil engineers. They explained what sort of columns they wanted to use, and what were the commercial shapes. We had these columns made and tested them on the machine. Out of this work will grow a lot of information that enters into the work of architects and engineers. The architect and engineer looks at a table to see whether a certain column will carry a certain weight; and some one has to produce these tables of the strength of columns.

Finally, there are the fire resisting properties of materials. Our building codes in some parts of the United States are in frightful shape. Most of them have grown up in various States based upon traditions. All sorts of peculiar things have crept into them, and there is an evident desire throughout the country to have more consistent building codes and especially buildings with fire-resisting properties. The loss by fire in our country is enormous every year, and so we have \$35,000 set aside for

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investigating the fire resisting properties of materials. We take concrete columns and put them in a furnace, and find out how these columns stand up in a fire. We take steel columns which have been fire-proofed, covered by some fire-resisting material, and subject them to a test. That is a problem which involves physics, and physics of the most difficult kind. Information is coming out of that fund of unmistakable value.

Then we have an appropriation for public utility work. That is another important branch of work to which I would direct your attention. The day is coming when public utilities are going to be regulated to a certain extent. The public at present are more or less suspicious of public utilities, and unfortunately the men who have to do with the making of regulations and laws affecting public utilities are rarely familiar with the scientific things concerned in them. In our country at least, they have had to go for this information to the people who were trained up in the particular public utilities, and naturally they will always give their own side of it. There is the greatest need for an institution where State officials or public service officials can go and have ready access to information that is scientific and accurate. In the States we have much litigation with regard to the damage to water pipes by electrolysis and with regard to the right method of installation of electric wires, water pipes, etc., and as to what is fair and just to the company as well as to the public. You will find that such an institution will supply a long felt want in acting as a mediator between the public and the public utility companies. We call this the standardization of practice. The amount appropriated for public utilities is \$85,000 and it ought to be \$250,000. Our estimate next year would probably be \$250,000. For Radio research we have \$30,000, we have a special building for that work. Our military department, our navy department, and two or three other departments are using radio, and so the Bureau undertakes scientific investigations that have to do with radio communication. The fund for that is \$30,000, but it ought to be ten times that amount. To-day telegraphic communication and cable communication are just about what they were years ago. The war has stimulated progress to a large extent, but the methods of cabling have not advanced much and the cables are idle for a large part of the time. There is therefore a most urgent need for the development and improvement of these methods of communication. There is no reason why the telegraph should not take the place of the mails to a larger extent, but it must be done by methods of transmission, making it possible to transmit messages much more quickly.

Then there is colour standardization. The industries are very much interested in that. Many of the products, such as cotton seed oil and other materials of that kind depend for their value on their colour. We have developed a method of referring colour to the spectrum colours and making it in such a way that the manufacturers can use it. The fund for that is \$10,000. I am giving you these sums that are appropriated for the investigation of problems in a particular field. Some of these will be appropriated for a year; some are appropriated continuously for a period of four or five years. Then there is a sum of five thousand dollars for investigating physical constants. That is a very important matter in connection with all sorts of industrial work. They must use melting points, the conductivities of materials for heat and electricity, and the constants used by engineers in all sorts of work. Most of these constants were determined years ago, some of them fifty and a hundred years ago. A great many of them need redetermination. They are just as important in engineering work as yard sticks and so on. Let me give you an illustration. Congress gave us \$15,000 annually for five years to determine the refrigerating constants. The refrigerating industry was badly in need of such things as the specific heat of brine, the latent heat of ice, the boiling point of ammonia, and the latent heat of ammonia. These are ordinary data that they had to use. These constants were determined very carefully and accurately, and several of them stand as classical productions in that line of work. Some of them are just as useful to a steam engineer

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as they are to a refrigerating engineer. I think the determination of physical constants is provided for in your bill, as it should be.

Then for mechanical devices there is a fund of \$15,000. One interesting feature is that the Post Office authorities are endeavouring to prevent the use of the mails to promote frauds. They do not allow the use of the mails for this purpose. I do not know how it is in this country, but in the States there are many people who live by the promotion of fraudulent devices, and the Post Office referred many of these questions to the bureau of standards. Every industry has its patent medicines. Take the cement industry; millions of dollars have been put into materials which added to the cement are supposed to make it waterproof. It has been shown clearly by experiment that the cement if properly mixed and installed, is impervious to water. The country is flooded with things to put in gasoline to give it more power. They have even gone to the extent of professing to make fuel out of water. The number of electrical devices for medical purposes is simply enormous. There should be an institution where any government bureau or the public can go and have a proper answer in regard to these things, to obtain proof or disproof, and the stamp of disapproval in many cases is as valuable as the stamp of approval.

MR. GLASS: Are they obliged to submit these devices for approval?

DR. STRATTON: No, I do not think it would be wise under our form of government to compel them to do so at present.

During the war we put over half a million dollars into the standardization of gauges for munitions. Manufacturers are not going to give it up. They are going to retain that method. We will put into it \$40,000 or \$50,000 and make it possible for any manufacturer to bring his master gauges to the bureau to have them standardized. These gauges were tested very largely by the block gauges imported from Sweden. If a manufacturer wished to test a pair of calipers to measure three inches, or a set gauge, he could build up three of these inch blocks and set them in the caliper. We depended formerly on the imported gauges, but during the war a method of making these gauges was discovered and there you have a splendid illustration of how the application of science which I will describe. There were two or three lines in the work in the Bureau that we felt would have no practical military application, and we thought of dropping them during the war. One was a method of measuring lens by means of light waves. For many years there has been a desire to have a natural standard of length that could not be destroyed. The problem was solved by the light waves. The wave rays are very short, about a fifty thousandth of an inch long as an average, but definite waves of a constant length can be produced. The method of using them is difficult. You would find it very hard to measure distances, by counting the divisions on a steel tape with no minutes on it. That is what is meant in the case of light waves. But we have gotten beyond that now. When these standard blocks or end standards were developed we had to test them. We found it practically impossible to compare them with the length standards of the bureau. The original standards, metric or common, are bars with lines defining their ends, whereas these in question are bars with two flat parallel ends, and you test the calipers or gauges over the ends. The value of the metre in light waves was established twenty years ago, and we know the relation between the yard and the metre. We measure the standard blocks in terms of light waves, and we can translate it into inches or centimetres just as easily as you can translate pounds into dollars and cents. It is possible to test the gauges by this method and test them quickly. They have never been compared with any material standard of length; that is a great improvement, and it has turned out to be one of the most valuable things in munition or industrial work and will have a lasting effect. We can depend upon the light waves as a standard of length. The late Sir David Gill, an eminent British astronomer, advocated this proposition, and it only lacked the proper trial to have it adopted. It is now demon-

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strated beyond a doubt that the light wave is a reliable standard. If all the metres and yards were destroyed to-morrow we could go on with this work.

The mine scales investigation cost \$15,000. We found that the track, elevator, and nine scales were very poorly installed, and great errors occurred because the scales are so large you cannot take them to a particular place. We have three test cars, of 100,000 pounds each. They go over the country along the railroads and test these large scales. One very serious case was that of a mine scale where the workmen were being defrauded out of a large part of their wages, because the scales were fraudulently used, but in most cases the scales were incorrect simply because there were no facilities for testing. It is not an easy matter to test a 100,000-pound track scale. It requires a good deal of work to get the weights to do it with, and they must be transported over the country.

Then we have metallurgical research fund \$25,000. That has to do with a great many important metallurgical problems, also the industrial pyrometry fund. Very nearly everything here could have been carried on with our regular appropriations, but they were insufficient. Each one of these special funds represents some particular group of work that ought to be emphasized and put through quickly. With regard to industrial pyrometry, we will develop pyrometry more rapidly than we have before. That is high temperature measuring in the industries. There are several of these methods, but I will not go into them.

I want to say something in regard to the relation of this work to the industries. In the first place the various industrial representatives asked almost the same questions. They can be grouped around certain classes of experts in definite fields of physics and chemistry. The relation of this bureau to the industries is, first, in connection with standards of and the methods of measurement, these are essential in all commerce and industry. Secondly, it helps the industries to solve their problems. The policy of the bureau is rather to help industries to help themselves. We take up only those problems which are a benefit to an industry as a whole, and someone is sure to ask the question, "Why not let the industry do that themselves?" If you confine the work of such an institution to the problems which the industry as a whole needs; you have done it in an efficient and economical way. What is the use of a hundred units of industry working out a thing that can be done in one place? Furthermore, these industries have all they can handle in problems which are specific to their own work. If we furnish them with the standards and with the general underlying results of scientific work, they will assist in applying them. They will take it up themselves and they will establish their own research laboratories and do what they never could have done before. In other words, this institute will be the leader of all those laboratories. It will be the clearing house for certain kinds of knowledge, and it will lead these people to do for themselves what they never could do otherwise. I think that is the greatest value that comes from such an institution.

Mr. NICKLE: One of the professors of the University of Toronto, in giving evidence before the Committee, stated that for a number of years they endeavoured to stimulate post-graduate work, but ultimately they abandoned it because they found that all their best men went to the United States, and that there was no demand among the manufacturers and producers for highly trained men. What would you suggest, by propaganda or otherwise, as a means of stimulating the appreciation of the manufacturers in this country to insist on the application of scientific research to industry?

Dr. STRATTON: I think the establishment of such an institution is the first great step in that direction. Let me finish this point and I think it will answer your question. Many industries are unaccustomed to going to a university for some strange reason. There is a very wide gap between them and the university. A great

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many university professors have not yet arisen to the importance of this problem. The manufacturer does not think he can get help at the university very often when he can. Even in our own case he has heard of the Bureau of Standards but he does not think it can assist him in a general way. However, he often comes to it much in the same way that the man will go to the dentist when he has the toothache, he is in trouble about some particular thing, usually a standard or a method of measurement or he needs a material with certain properties. When he comes to us we help him. We say nothing about his work, we simply do what he wants us to do, but he has become interested and he wants more, he begins to look around, and soon asks himself this question, "Why can I not do something of this kind?" And we have established relations with him. That is part of the answer to your question and the other is that we try to anticipate the needs of an industry very largely by working through its organizations. I presume it is the same with you as with us, that your industries are all organized. We have an iron and steel institute. All the steel men belong to it. In the ceramic industry they have several associations of men in the various clay products and they may want assistance. We work with these associations, and we ask them to appoint research committees. Nine times out of ten our contact arises through our own people taking an interest in those associations. Our ceramic and clay product men on the bureau staff are members of these societies; they find out these problems and take them up. The day is past for these units of an industry to work alone. One of the greatest things that is done in these industries is getting together. They put their problems on the table and discuss all matters of common interest; they have gotten beyond trying to fight each other, and they unite in the solution of their problems; this is only one special instance of it. They will soon learn to come to you with their troubles.

Mr. NICKLE: I do not think our industries are as closely co-ordinated as yours. We have one large manufacturing association, but they are not co-ordinating with others.

Dr. STRATTON: Start on that and the others will follow. Our experience is that as soon as you establish contact with an industry others will follow. It does not always mean doing a thing by the Government. Members of Congress sometimes say that they do not want to develop a paternal government as in Germany. My answer always is: "Of course not, but we do want to develop a fraternal government."

Now as to the relations of such an institute to the public, you would be surprised at the great amount of good that it can do in that direction. The public do not understand many of these things, especially in their dealings with manufacturies and industries. Even in regard to labour problems, you would be surprised at the number of questions that come from the labour side as to whether this should be allowed or not, and whether it is safe to do this or that. We are just as anxious to give them the right scientific knowledge as we are to give it to the manufacturer. In fact, if both sides knew the right thing, knew the truth, we would have few differences. This is especially true in the economic and efficient use of materials. We are undoubtedly very wasteful in the use of materials. We ought to know where a certain thing can best be used, and if we could only educate the public up to the things they ought to have or do we would save an enormous amount of waste. We are issuing some circulars along that line intended to educate people in matters of the household. It is a mere by-product of the bureau, but it is a saving of knowledge that would otherwise be wasted. One deals with weights and measures in the household. Another has reference to safety. Another deals with materials in the household. We have tried to put some of these things in simple terms so that the person in the ordinary walks of life can understand them. These circulars are very popular. There are merely by-products that are of value.

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Mr. GLASS: How is that information diffused among the public?

Dr. STRATTON: Through publications. When a publication is issued, copies are sent to the technical press. The technical press is pretty well organized in the States. If, for example, a publication is issued giving the results of an investigation in regard to a clay product, there are half a dozen papers that will publish abstracts of it, and we send the information to them. We do not have any free distribution except in the way of those popular circulars that I have referred to. We have not the slightest difficulty in getting the scientific and technical press to publish these abstracts. They are glad to do it, and we get requests for them. Individuals wishing further information request the publication of the bureau. Some of the more expensive publications are sold. When we wish to carry on propaganda among the public, we take the initiative and distribute some of these publications. That is a question that you will have to consider, the question of how best to bring the results before the public.

I wish to emphasize a matter that does not seem to be directly provided for in your bill; that is the relation of such an institution to your other government activities. Generally, government departments are carrying on a number of technical lines of work. You have your various Surveys, I presume, and there are others. Such an institution as that proposed is available for the Government departments and will increase their efficiency just as much as it will increase the efficiency of an industry. Our own institution could be applied with great profit to government work alone.

Every technical department of the Government has a certain thing to do, and the tendency of Government institutions is to do it themselves. That is largely because they cannot get it done elsewhere. Our Surveys comes to us for the standardization and testing of their standards and for many pieces of apparatus. That enables them to use their own forces along other lines, and gives them the advantage of correctness and uniformity. The same is true of other technical departments. There is not one that will not be involved in scientific or technological work, and they will use the institution just as the public does.

Mr. GLASS: Does the Bureau do work for such a department as the Department of Mines?

Dr. STRATTON: The Bureau of Mines cannot go into testing of the instruments for measuring the heat values of fuel and so on. The measurement of the heating value of fuel is a problem for a physical laboratory. Take illuminating gas. Its value depends on its heating value. We have almost abandoned the light standard of gas. It is a difficult matter to measure the heating value, it involves standards and methods of measurement in heat; such problems must be solved for the public and for manufacturers, and the efficient way to solve them is to have one place to work them out. You could not have brought up a better illustration. Take our coast survey. It used to spend a great deal of time in the testing of its base measuring apparatus. It had to do so. Now we test them just as we do for manufacturers or for anybody else. I could give you any number of illustrations of our government work, particularly in regard to these departments of the government that are involved in the use of electricity, the distribution of power, and things of that kind. The legislative branch of your government will find the institution invaluable.

Mr. NICKLE: In connection with your Government, the various departments that carry on investigation work, carry on their own work, making use of your constants?

Dr. STRATTON: Yes, their own technical work. There is another point that I desire to bring out and one which I do not see emphasized in the Bill. That is the placing of government purchases on a proper basis. I made an investigation some ten or twelve years ago and I found it took several pages of large paper to detail the number of varieties of pencils that were used by our Government departments.

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There was no co-operation between the various departments. In other words, there was no standardization of these things. What is even more important than that is the specification of standards of quality, I presume your Government is engaged in construction work of all kinds, involving the use of many varieties of building materials. There is no reason why these specifications should not be uniform and the best. In the case of cement we found that in the various government bureaus they were using different specifications. That made it difficult to test it at the Bureau of Standards. The first step was to get them to adopt a uniform specification for cement and its testing. Our supervising architect had a specification which stated that the magnesia content should not be more than two and nine tenths per cent. He could not tell where he got the specification or the reason for it, nor could we get him to change. We called together the representatives of the Government, and agreed upon a specification as far as we could, but there was this one outstanding point, we found it necessary to construct a small cement mill to investigate this point. We burned the material there varying the magnesia cement of from 2 to 6 per cent and we showed that up to 5 per cent it was perfectly harmless, but that was insignificant as compared that the fact that we could give this knowledge to the public; serving in an advisory capacity to the Government results in a great saving but the value of our work in connection with Government standardization to the Government is insignificant as compared with the value of giving this knowledge to the public. There is another thing; do not overlook, namely, the importance of such an institution in serving the Government in an advisory capacity your legislative bodies in matters pertaining to scientific work. It is a fact that legislation is too often based upon wrong scientific principles, there is no class of people who need more, a place to go for scientific facts than those engaged in the preparation of laws or regulations.

In State and even national legislation we found a great many cases of the incorrect use of terms and scientific laws in view of the lack of proper knowledge of scientific facts and scientific terms, this institution will be of the greatest service in ordinary legislative work. The day before I left a question was referred to us by the Ways and Means Committee of the House of Representatives, and it is a common thing for that or the other committees to refer to us with regard to scientific facts in connection with proposed legislation.

A locomotive in going from New York to Chicago would meet with a different law regarding headlights in each State; some of the State laws were monstrosities, and not a single one of them was based upon correct scientific principles. That arose from the fact that the men charged with legislation thought that something ought to be done but did not know how to state or define the action of the headlight in proper terms. It is amazing the amount of good that such an institution can do in the preparation of legislation alone.

Before closing I would like to state another reason why the industrial man has not applied science as he should, and why the scientific man has not gotten as close to the industrial side as he should, I refer to the great gap that exists between the scientific investigator and the manufacturer. Take the case of the cement cited, if the manufacturer had undertaken to perform that experiment it would have cost him thousands of dollars, because his mill was a large mill burning many barrels per day, and to vary his product is a very serious matter. On the other hand the scientific investigator in his laboratory is entirely unfamiliar with the production side, he has not the variety of materials at hand with which to work; in the case in question we put in a small mill as stated before, and that enabled our scientific men to have before them the samples they needed for investigation, that is of the utmost importance. I cannot emphasize this too strongly. Next we put in a small paper mill. The paper manufacturers said that we could not succeed in standardizing paper, that there were no good methods of testing it, and I said, "All right we will develop them," the manu-

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facturers said we could not make paper, but we got the mill, it makes a sheet of paper 30 inches wide and we succeeded in making the samples needed. Those are our methods. We can vary the product in that mill. At first manufacturers claimed the specifications of the Government were not correct. We made up the paper in some cases and found out where the limit should be drawn or when the specifications could be improved. You could not utilize a large mill for that purpose, because it would stop the progress of the whole factory, we have bridged that gap. We think no more of operating that mill than of using any other apparatus, it has paid for itself many times. The manufacturers said to us, "Where did you get that mill? We want one like it." And now there are several similar mills. A very short time ago the Siamese Government got the specifications for one to be sent over to Siam. Next followed small mills of other descriptions, they are pieces of laboratory apparatus, and the laboratory man's field is broadened, he has the means of producing the material he works with. As soon as the manufacturer sees that you have something and that you know what you are talking about, he is only too willing to co-operate, because it does not mean the stoppage of large plants. We have recently added in our metallurgic work a 16-inch rolling mill. A few days ago I addressed the Iron and Steel Institute in New York, and I hesitated somewhat about showing them the picture of this machine. I was afraid they might think it was a little presumptuous on my part, but I did show it and the result was great applause, and we have had inquiries since as to where they could get such apparatus. The purpose of that mill is in connection with the investigating of metal and their alloys, there is no more important question in metallurgy than that of alloys. A little tungsten or zirconium or some other substance completely changes the character of the steel, and the steel has its character changed by its mechanical treatment. The alloy has to be made up and rolled and hammered, and treated in the way these things are ordinarily treated in the factory to see what these properties are. You must have furnaces and hydraulic presses in order to make these experiments with metals. The industries are asking us to help them do things which they have never done before. There is one very serious question which is arising. These industries will find in coming to you that this or that man is just the one they want, and they will try to get him. We have had some of our laboratories almost completely stripped of scientific men in the last year or two. This is largely due to the fact that there is no place, or very few places to-day in our country or yours where the educational institutions are equipped for turning out men prepared for technical work. It is not entirely within their functions. We want men for this work and the industries want men who are thoroughly grounded in physics and mathematics, this our universities can do, but unfortunately these fields are not looked upon by students as professional fields. Something should be done to encourage the study and teaching, especially of physics, chemistry and mathematics; if the universities will turn out men well grounded in these subjects they will be taken up rapidly by the industrial concerns of this country; that to-day is one of the greatest essentials in doing this sort of work. Such men can be trained by the technical schools by the institution you propose to establish and by the more advanced industries in the methods of research as applied to the industries.

Mr. NICKLE: Can you elaborate on the question as to how the universities should be encouraged?

Dr. STRATTON: There are a number of ways. The average boy when he goes to college has no idea of physics or other sciences as a profession. He ought to be taught that earlier in life. He does not know of these great opportunities along industrial lines, or that there is a demand for scientific men. Of course, most of the young men who go to college and have a leaning that way are thinking of engineering and take it up. The great demand in the past has been for engineers, they know little of these other fields. The remedy must be to popularize that work and make it known to the

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young people starting out in their college work. The universities should recognize such fields exactly as they do engineering.

Mr. NICKLE: After these men become thoroughly proficient in the University of Toronto, it seems they are going to be taken from this country, because there is no opportunity for reasonably remunerative work in Canada?

Dr. STRATTON: You need not give that a second thought. It is the other way at present. You are calling for our men. There are not enough of these men trained in fundamental science in both countries to satisfy one or two of the large institutions.

Mr. NICKLE: You think the time has come when there is a stimulative demand for these men?

Dr. STRATTON: Worse than that, and if the present demand continues we will have very few teachers left in our institutions, that is a serious matter.

Mr. NICKLE: Can that be remedied by the granting of scholarships?

Dr. STRATTON: It should be done by raising the salaries of the scientific men, so that the universities can hold the best men as instructors and by granting scholarships to students. The universities must give these students better opportunities for research work, and make it worth their while, they must turn out students who are taught how to investigate. That is the main thing. Men are wanted, first of all, who are thoroughly grounded in the fundamental sciences. I always think of physics, chemistry and mathematics, there should be added technical courses in graduate work, the universities should prepare themselves for some of these things. They could turn out men trained in cellulose chemistry, in chemistry of rubber, etc. That is what the industries want. It does not mean a departure from classical science, because these things mean scientific work of the most advanced and difficult sorts.

Mr. NICKLE: You look upon the universities as the source for the supply of these men?

Dr. STRATTON: Yes, that is the weakest point in this great problem—the supply of men skilled in the methods of applying science.

Mr. NICKLE: Do you think it is practicable in this country, where up to the present there has not been much demand by the manufacturers to carry on independent research work to incorporate the Mellon Institute idea with the Bureau of Standards?

Dr. STRATTON: That can be done. Very often the smaller units of an industry will advance and do something of that kind. Personally, I would like to see a government institution confine its work to those problems which give the information needed by the industries as a whole. In some cases it is probably wise to provide for the small unit in some specific investigation; but on the whole, the units of an industry will sooner or later have their own technical men and their own small laboratory and handle those problems. You will have to do both things, but especially the great fundamental problems.

Mr. NICKLE: You think that the tendency is to allow industries to establish their own laboratories?

Dr. STRATTON: To certain extent. You cannot do everything for the manufacturer; you want him to help himself. There are certain problems that come up in relation to his own industry, and to solve them successfully he ought to have the necessary facts. You do not want to interfere with their independence, you want to encourage them to improve their processes, but in this they need leadership and help.

Mr. NICKLE: In the Bureau of Standards you conduct research work along the line of pure science, as well as along the more narrow line of applied science?

Dr. STRATTON: Yes, but it is difficult to draw a line between pure and applied science.

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Mr. NICKLE: You make no distinction?

Dr. STRATTON: Not much. Some of these problems that come to us from the industries are most difficult, and involve the most difficult questions in physics and chemistry.

Mr. NICKLE: The pure science of to-day is the industrial science of to-morrow?

Dr. STRATTON: Yes, they can go hand in hand. The main thing is to educate the industries as to the value of science, and as to doing things better than they have done them before. This institution is just one of the many factors. Your educational institutions will have their own problems. I do not know how it is in this country, but in the United States the educational institutions are provincial, that is, supported by the various states or private endowments. They are getting greatly interested in this work. There are always enough problems of local interest with which they can deal, and there should be no conflict between this institution and the educational institution. This institution will help every university to do better work. In the old days, and even now, many workers in the university engaged in problems which involve say the precise measurement of temperature, spend three-fourths of their time in doing work which they could get done at the bureau you propose to establish for a few dollars or even free. It is marvellous how such an institution will help a university to do its research work better.

With us, and I presume it is the same with you, the need is to divert some of the coming generation of college men to work of this kind so that more men may be turned out for the scientific work. I should say that the supply to-day was about one-tenth of the demand, not more. I do not believe that enough real investigators in scientific fields are being turned out to satisfy the needs of the General Electric Laboratory alone, and I am sure that the Bureau of Standards could absorb every one of them. This institution will have a very great effect upon your educational institutions. It will stimulate research in them rather than work against them, and in turn the educational institutions will provide more men for scientific investigations both in the educational and industrial laboratories.

Mr. GLASS: You spoke of the development of ceramics in the United States, and you said that there were materials there that were not being properly used. We have in this country large deposits of clays which are made into sewer pipes that are said to be vitrified, but are really porous, and the sewage escapes through the pipes into the soil. What vitrification is defined in your Bureau?

Dr. STRATTON: If any of your units in this industry will take the trouble to go to Pittsburg and confer with Doctor Blemnger, our class expert there, he will be delighted to help you along that line. The trouble arises largely from the fact that the manufacturer is not inclined to use a substitute, that is to leave out one thing and put in another. Take the question of kaolin for pottery and other ceramic work. We have been importing the English kaolin. Our own is just as good, but it must be treated differently; a substitute cannot always be used the same as that which it replaces. If we had built up our ceramic industries by using our own materials it would have been better. A substitute involves a proper knowledge of its characteristics. You have to learn how to use a substitute, and that would be an important function of your institution.

Mr. NICKLE: What is the legislation of the Smith Howard Bill?

Dr. STRATTON: I do not know, there has been so much difference of opinion with regard to it. That was originally an effort to get additional assistance for the universities, to establish engineering experimental stations. Most of the universities have them already, but it would undoubtedly help the smaller schools to undertake research work. We have two kinds of State institutions, the land grant colleges, and

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others. They have not been able to agree as to which institution in each State should have this assistance it is proposed the national government should give, but that is not of much consequence.

Mr. GLASS: I want to ask you a question with reference to the development of the flax fibre industry for textile purposes. The growing of flax is an important industry in the western part of Ontario, and we have had some demonstration and some information in regard to the development of the flax fibre industry, and the desirability of establishing a textile industry in Canada. I understand that your Bureau of Standards has been doing some work in this connection and that the process has been developed by which the flax fibre might be produced at a lower cost than cotton and that in the demonstration which was made it was shown that the fibre produced by the Bureau of Standards' process was far superior to the other.

Dr. STRATTON: I think that was overdrawn. This concern did come in with a chemical process that was satisfactory, and made fibre as good as by the ordinary process. I understand they were prevented from developing it by the serious conditions brought about by the war. It was attempted to grow flax in the Western States; we grow a great deal of flax for the seed, when it is grown for seed it is altogether different from what it is when used for textiles. It is a very promising field. Do you manufacture any now?

Mr. GLASS: We manufactured 3,000 tons of fibre last year.

Dr. STRATTON: Have you spun and woven it yet?

Mr. GLASS: The Government gave a bounty for spinning yarn from Canadian flax.

Dr. STRATTON: That is a splendid thing to do, it is a new industry that should be welcomed in both countries. I want to give you one illustration of how such things are worked out. Just before the war we were developing a **large aviation programme**, and somewhat suddenly it was discovered that there was not enough linen to cover all the planes, the question was immediately asked whether anything but linen would do. The Bureau of Standards had been working, and contemplated the use of cotton fabric made from long staple cotton. We anticipated this need for cloth, to cover the machines, we got out the specifications for cloth and went to the mill to have it woven, by the time they discovered this need we had a sample ready. Now we use cotton in our aviation, and the British Government is also using it, last year they all used cotton and that relieved the linen industry.

Mr. MCGIBBON: Were they just as good?

Dr. STRATTON: Just as good or better.

Dr. MACALLUM: In a public meeting at Montreal, one of the speakers made the statement that the Bureau of Standards did not do actual research work, that it was not for scientific research. I would like to have a statement made by Dr. Stratton here in reference to that.

Dr. STRATTON: The Bureau does work on scientific research, you cannot separate the two branches, you cannot standardize the material without making scientific research.

Dr. MACALLUM: It is a scientific bureau.

Dr. STRATTON: Absolutely, one of the best equipped scientific laboratories in the States.

Dr. MACALLUM: The statement was made that the scientific work published by the Bureau was simply a report of work carried on outside the Bureau by other organizations.

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Dr. STRATTON: We have never published a single publication, to my knowledge, of work carried on outside the Bureau. There may have been one or two instances where the man began work while at the Bureau and afterwards left it, and we asked him to finish his work, the results were published by the Bureau.

The ACTING CHAIRMAN: The reason why there is some opposition to this proposed enterprise I understand is, that if the scientific research institute were established in connection with the Bureau of Standards the fact that a man who is engaged in scientific research has to sign a book, or punch a clock at a certain hour and go at a certain hour for a certain number of dollars per month would have a dampening effect upon his ardour as a scientist.

Dr. STRATTON: The conditions are exactly the same as those in any scientific laboratory.

The ACTING CHAIRMAN: How do you handle that at the Bureau of Research at Washington?

Dr. STRATTON: With regard to the genuine scientific man who has his work at heart we are more concerned in keeping him from killing himself by overwork than about the punching. The labourers, the minor assistants and the people of that kind you have to check by some means, but we keep a record that places no restrictions upon the scientific men, and by these records we find that a very large majority of them put in overtime, too much overtime occasionally. The restrictions at the Bureau are no more severe than in any educational institution. Our hours of work commence at 9.00 o'clock and end at 4.30, we have no trouble with the scientific investigators, if they find it necessary to work at night or in irregular hours they do so; of course you never know, it may be that has been abused, and will be probably, by assistants and people of that kind; we must have some system, but we have a flexible one, we put these people upon their honour.

Mr. MCGIBBON: There has been a suggestion made that instead of having a Central Research Bureau here in Ottawa we should divide it up between the different universities, what do you think of that?

Dr. STRATTON: The business of the two institutions are entirely different. The university's business is to turn out men, trained men, there must be a certain amount of research work done to train them. But this is a different thing altogether. As stated before I think this will encourage and help every university, it will enable the universities to do much more than they did before. We found it so, it standardized the instruments used in the universities. I have never heard a complaint about doing the work they ought to do. In fact a new question has arisen within the last few weeks; a few of our leading organizations of industrial men have asked us if they cannot send men to the Bureau for this intermediate training. They must of course be college men who have finished the college course, these manufacturers want them to work in the Bureau in order to fit them for investigational work. The question is up to-day, as to whether or not they can send these men; they have asked us to state the conditions under which they can send them.

Dr. MCGIBBON: Do you think Dr. Stratton, that it would be possible in training to provide regulations for such an institute to put down some scheme that would bring together in closer co-operation all these factors, this institute and the industries and the universities.

Dr. STRATTON: I do not see how you can put it down, but it will work out that way. You have your functions there which are very well stated. It depends largely upon the personnel, too, and the attitude of the people in charge towards the industries.

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Mr. MCGIBBON: As the function of this Committee is to make a report to Parliament and to embody something more or less concrete, could you give us an idea of the cost that would be required to start?

Dr. STRATTON: I do not know what provisions you contemplate making. There is this to be kept in mind: That it will take about twice as much to start with as it would ten or fifteen years ago, but it is better to start on a modest scale for many reasons. You will have to cultivate a connection with the industries gradually. You must give the universities a chance to meet this new demand for men. If you could start a bureau such as ours, to-morrow, if it were possible to place instantly all these buildings and equipment here, you could not man it. You will have difficulty in manning it in any event. It will give it a reasonable start if you have half a million dollars or so for the first building, draw up the plan in such a way that it can be extended from year to year, I think you will meet the situation. It will take a year or two years to prepare the plan and erect the building and get the bureau operating. In the meantime some work can be done in temporary quarters. We usually count upon about half the cost of the building for equipment. That does not come in the first year always. I do not mean the heating and lighting, but the scientific equipment should be about half the cost of the building. Sometimes it is more and sometimes it is less. It depends on the nature of the work. The main thing at the start is to have one or two buildings of the style or type you propose to perpetuate, and have a few good men as leaders, men who have the breadth of vision, and who can plan this work for the future, as an architect could plan a building, and have these men supplemented by such assistants as you need. Unfortunately, we had to commence at the other end of it in many cases. We had to take a man out of college and put him in charge of work, and then tell him to find out something about it.

The ACTING CHAIRMAN: It has taken eighteen years to reach your present state?

Dr. STRATTON: Yes.

The ACTING CHAIRMAN: In describing your plan you said you began in a small way.

Dr. STRATTON: Yes. That is the proper way to do.

The ACTING CHAIRMAN: Were you connected with it then?

Dr. STRATTON: Yes, I helped to draw up the original bill.

The ACTING CHAIRMAN: Do you recall how much your original investment was?

Dr. STRATTON: \$250,000 for original buildings and \$100,000 for equipment, and a staff of 14 or 15 people, the first year. It would take twice the amount now on account of the rise in the price of things. You should take advantage of our experience as far as possible and also of the experience of the British National Physical Laboratory. There is no use in going over the ground we have traversed, but begin where we left off. I am convinced after 20 years of experience that all the money you can put in this up to a point where it can be efficiently handled and properly administered, will yield greater returns than any other money you can spend.

Mr. MCGIBBON: Can you tell us how to convince members of Parliament on that point?

Dr. STRATTON: That is what I am trying to do.

Mr. MCGIBBON: I mean the members who are not on this Committee.

Dr. STRATTON: Parliament usually adopts the report of a Committee, does it not? I think the thing to do is to educate a few of the leaders, the more the better. That was done in our case with five or six members. Make them thoroughly familiar with the proposition and what it means, and they will advocate it on the floor of the House. Of course our system is entirely different. The members of the Government cannot

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go on the floor and advocate a measure. It must be done through the members of Congress, in fact it would be well to prepare a concise and clear statement of what the institution is for in language the layman can understand.

I hope that if your institution is established, those who have it in charge will take advantage of our experience, we will give you everything, not only along the line of our successes, but also along the line of things you are not to do. We ought to do everything possible to cultivate good relations between the two countries.

The ACTING CHAIRMAN: In the name of the Committee and of Parliament I thank you for your interesting and instructive address, which I think is going to be of great benefit to the Committee in regard to advising the Government as to the course we shall pursue in Canada on this very important matter.

The Committee adjourned.

SPECIAL COMMITTEE

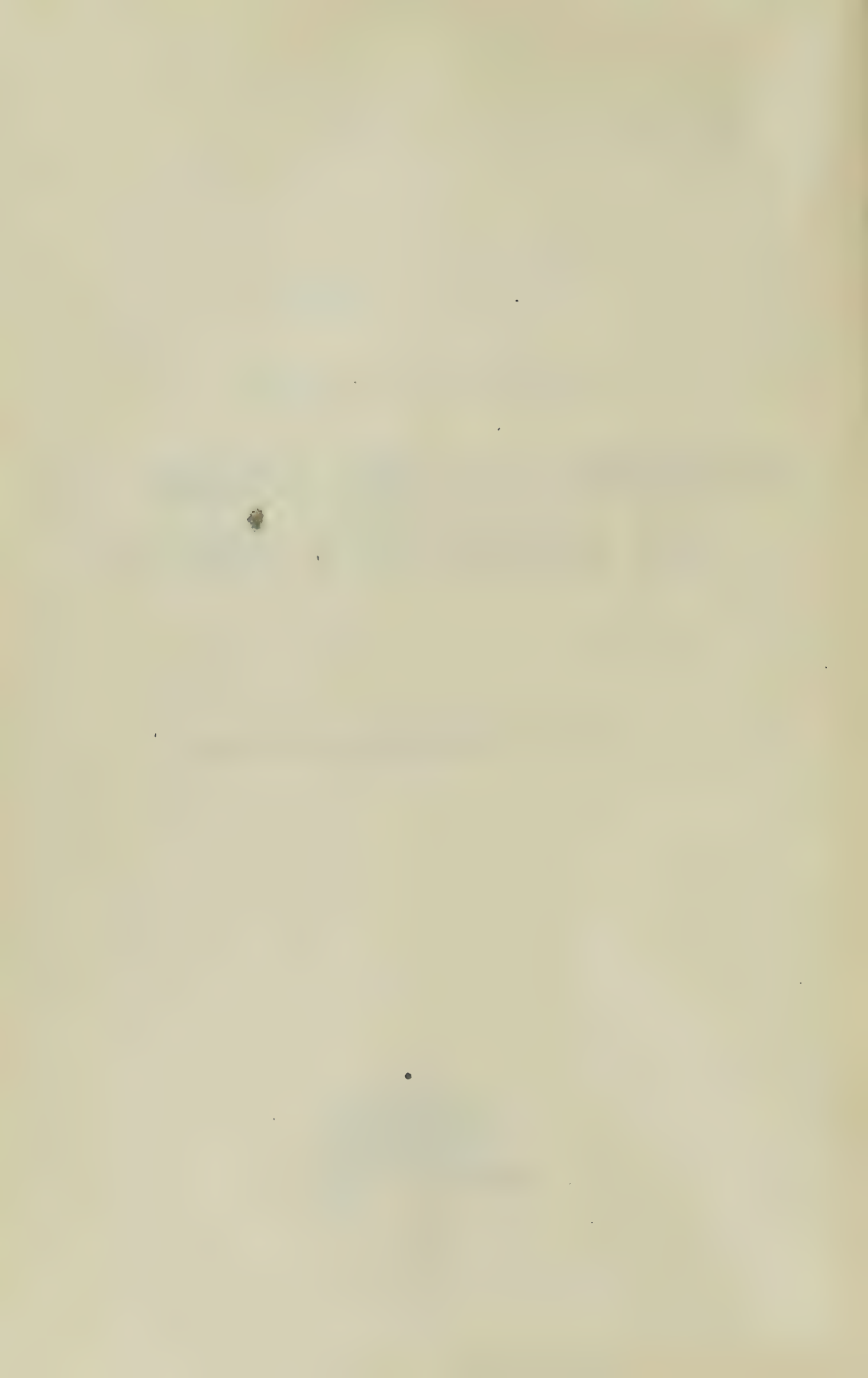
APPOINTED TO INQUIRE INTO THE

WORKING OF THE STAFFS OF
THE INSIDE CIVIL SERVICE

MINUTES OF PROCEEDINGS AND EVIDENCE



OTTAWA
J. DE LABROQUERIE TACHÉ
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1919



ORDER OF REFERENCE.

HOUSE OF COMMONS,
OTTAWA, April 16, 1919.

Resolved, That, in the opinion of this House, a special committee should be appointed during the present session to inquire into and report wherein the Inside Civil Service staffs in the various departments can be reduced and rearranged, with a view to securing the greatest efficiency in the Service with the minimum number of employees, with power to send for persons, papers and records, to examine witnesses under oath, and to report from time to time.

Attest.

W. B. NORTHRUP,
Clerk of the House.

OTTAWA, April 24, 1919.

Ordered, That the following members do compose the said Committee, viz: Messrs. Andrews, Archambault, Boys, Charters, Douglas (Cape Breton South and Richmond), Jacobs, Loggie, Long, McCrea, Mowat, Pacaud, Redman, Sinclair (Antigonish and Guysborough), Steele, and Stevens.—15.

Attest.

W. B. NORTHRUP,
Clerk of the House.

TUESDAY, May 21, 1919.

Ordered, That the said Committee be given leave to sit while the House is in session.

Attest.

W. B. NORTHRUP,
Clerk of the House.

MONDAY, June 2, 1919.

Ordered, That the quorum of the said Committee be reduced to five members.

Attest.

W. B. NORTHRUP,
Clerk of the House.

FRIDAY, June 13, 1919.

Ordered, That the said Committee have leave to print, for the use of the Committee, their Proceedings and such evidence as may be taken by them, and that Rule 74 be suspended in reference thereto.

Attest.

W. B. NORTHRUP,
Clerk of the House.

REPORTS.

FIRST REPORT.

TUESDAY, May 20, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees beg leave to present the following as their First Report:—

Your Committee recommend that they be given leave to sit while the House is in session.

All which is respectfully submitted.

M. STEELE,
Chairman.

SECOND REPORT.

FRIDAY, May 30, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Second Report:—

Your Committee recommend that their Quorum be reduced to five members.

All which is respectfully submitted.

M. STEELE,
Chairman.

THIRD REPORT.

THURSDAY, June 12, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Third Report:—

Your Committee recommend that their Proceedings and such Evidence as may be taken by them, be printed from day to day, for the use of the Committee, and that Rule 74 be suspended in reference thereto.

All which is respectfully submitted.

M. STEELE,
Chairman.

FOURTH REPORT.

FRIDAY, June 27, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Fourth Report:—

APPENDIX No. 6

Your Committee having had before them the Report of the Civil Service Commission made to the Governor in Council, pursuant to Order in Council dated 17th April, 1918, and having considered that portion thereof relating to the retirement and superannuation of certain officials therein referred to, and having heard evidence upon the question from a number of witnesses called and examined under oath, are of the opinion that such officials, owing to their age or permanent impairment of health, should be retired with a reasonable superannuation allowance, and with that end in view, Your Committee beg to recommend that immediate action be taken to give effect to the said Report so far as the same relates to the officials therein referred to; and further that the necessary steps be taken to add to the list of such officials, for a like purpose, the names of any other employees in the Inside Civil Service, who for similar reasons might, with advantage to the Service, be retired therefrom upon a like superannuation allowance.

All which is respectfully submitted.

M. STEELE,
Chairman.

FIFTH REPORT.

FRIDAY, July 4, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view of securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Fifth Report:—

Your Committee have held Eighteen meetings, at which twenty-eight witnesses were heard. These included deputy ministers, heads of important branches and officers of the Civil Service organizations.

Lack of time prevented the investigation being as thorough as could be desired, but from the evidence submitted your Committee find:—

1. The overmanning in the Inside Service exists to a considerable degree in many of the Departments.
2. That leave of absence is permitted and practised to an unreasonable extent, as may be readily seen by reference to the reports regarding absence of employees filed with your Committee, abstracts from which follow:—

These statements are for the year 1918.

Department—	Average days absence for each employee.
Agriculture.. . . .	14.4 days
Customs and Inland Revenue.. . . .	9.3 "
Finance.. . . .	10.8 "
Immigration and Colonization.. . . .	14.2 "
Interior.. . . .	20.9 "
Justice.. . . .	9.8 "
Labour.. . . .	6.1 "
Militia and Defence.. . . .	12.6 "
Marine and Fisheries.. . . .	11 "
Naval Service.. . . .	11.2 "
Post Office.. . . .	20.8 "
Public Works.. . . .	9.8 "
Railways and Canals.. . . .	15.4 "
Secretary of State.. . . .	13.7 "
Soldiers' Civil Re-Establishment.. . . .	4 "
Trade and Commerce.. . . .	13.9 "

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Some Branches show a much larger absence list than others, as shown by the following statement:--

Branch	No. of Emp.	Ave. Days Absent.
Natural Resources Branch..	52	47.2
Postal Note Division..	58	41
Correspondence Registration Branch..	43	41
Salary Warrant Division, P.O..	36	36.3
Mailing Room, Interior Dept..	18	35.1
Money Order Exchange Office..	66	34.2
Currency Branch, Finance Dept..	29	32.8
Land Patents, Interior..	72	32.2
Secretary's Staff, Public Works Dept..	61	30.4
School Lands Branch, Interior..	23	27.7
Secretary's Branch, P.O..	46	27.3
Money Order Branch, P.O..	134	27.3
Deputy Commissioner's Office, Interior..	58	25.1
Patent Office..	67	21.5
Auditor General's Office..	144	10
Timber and Grazing Branch, Interior..	33	10.7
Mines..	103	9.3
Savings Bank Branch, Post Office..	44	9.5
Appraiser's Branch, Customs..	43	9.1
Statistical Branch, Customs..	108	8.5
External Affairs..	77	6.1
Taxation Branch, Finance..	78	5.9
Chief Architect's Staff, Public Works..	186	4.7

The total days absence for the whole service, not including the temporary employees in the Department of Militia and Defence are 94,633, or an average of 12.7 days.

The above absence is in addition to the three weeks' vacation and all statutory holidays allowed under the Act.

From the above it will be seen that with a few exceptions the average absence is very high. In the Department of Soldiers' Civil Re-Establishment the average is only 4 days. A return from the Canadian National Railways office staff with 885 employees, gives the average days absence for the staff at 3.95 days. The evidence of witnesses indicated that under no ordinary circumstances should the average exceed 5 days per employee per year. Means should be taken by Deputy Ministers and heads of branches to remedy this abuse.

3. That the method of dismissal provided by Section 28 of the Act is too formal and difficult of accomplishment to lead to the results which no doubt were contemplated when the section was adopted, and in consequence the efficiency of the Service is impaired.

4. Statements filed with your Committee and the evidence adduced at the various meetings indicate that over 100 employees are, through increasing years, unable to render efficient service, but in the absence of any provision for superannuation there appears to be no way of retiring them without hardship, having in view the many years of faithful service rendered. In view of this, and from the evidence heard apart altogether from this feature, your Committee recommend that a general scheme of superannuation should be devised and put into operation with as little delay as possible.

APPENDIX No. 6

5. In view of the limited time for prosecuting the inquiry your Committee recommend that a similar Committee be appointed at the next Parliamentary Session to continue the investigation.

In conclusion your committee beg to recommend that their proceedings and the evidence taken by the Committee submitted herewith, be printed as an appendice to the Journals.

All which is respectfully submitted.

M. STEELE, ..
Chairman.

MINUTES OF PROCEEDINGS.

1.

TUESDAY, April 29, 1919.

The Committee met at 10.30 a.m.

Present: Messrs. Andrews, Boys, Charters, Jacobs, Loggie, Long, Mowat, Pacaud, Redman, and Steele.—10.

Mr. Boys moved that Mr. Steele be elected as chairman, which was agreed to.

After discussion as to the method of Procedure, the Chairman suggested that a subcommittee, composed of Mr. Boys, Mr. Mowat, and the Chairman, be appointed to arrange the procedure for the next meeting, which was agreed to.

The Committee adjourned to the call of the Chair.

M. STEELE,
Chairman.

2.

TUESDAY, May 20, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

Other members present: Messrs. Andrews, Archambault, Boys, Charters, Douglas (Cape Breton), Loggie, Long, Mowat, Redman, Sinclair (Antigonish), and Stevens.—12.

The Minutes of the last meeting were read and approved.

The Chairman reported that the subcommittee appointed at the last meeting had decided to instruct the Clerk to supply the members of the Committee with the following documents, etc., viz: The Civil Service Act, 1918; the last Report of the Civil Service Commission; Regulations of the Civil Service Commission, and the Civil Service List, 1918; also to obtain from each Department of the Civil Service a statement showing the name, age, sex, salary, occupation, length of service and number of days absent during the past year, exclusive of regular holidays, of each employee in the Inside Service; also a statement of the total number of permanent and temporary employees in each Department, and a statement of the number of married women employed, whose husbands are living, and indicating whether the husband is employed in the Service or elsewhere.

The Clerk reported that in accordance with the above instructions he had procured and distributed the books and papers referred to, and had also written to the Deputy Heads of thirty-two Departments and Commissions asking for the required statements regarding their employees, and that to date eleven such statements had been received and filed.

After discussion as to the method of procedure, Mr. Mowat moved, That Mr. Thomas Mulvey, Under Secretary of State, and Mr. Desbarats, Deputy Minister of Naval Affairs be requested to attend at the next meeting of the Committee and give evidence as to the organization of their respective Departments, which was agreed to.

Resolved, That the committee do recommend that they be given leave to sit while the House is in session.

The Committee adjourned till Thursday next, 22nd instant at 11 o'clock, a.m.

M. STEELE,
Chairman.

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3.

THURSDAY, May 22, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

The Minutes of the last meeting were read and approved.

The clerk reported that three further statements had been received from the departments, making fourteen received to date.

Mr. Thomas Mulvey, K.C., Under Secretary of State, was sworn, examined and discharged.

Mr. J. G. Desbarats, Deputy Minister of Naval Affairs, was sworn, examined and discharged.

On motion of Mr. Charters, it was

Ordered, That Mr. J. H. Grisdale, Deputy Minister of Agriculture, be requested to attend and give evidence at the next meeting.

The Committee adjourned till Tuesday next, 27th instant, at 11 o'clock, a.m.

M. STEELE,
Chairman.

4.

TUESDAY, May 27, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

The Minutes of the last meeting were read and approved.

The Clerk reported that seven further statements had been received from the departments, making twenty-one received to date.

Mr. J. H. Grisdale, Deputy Minister of Agriculture, was sworn, examined and discharged from further attendance.

On motion of Mr. Boys, it was

Ordered, That Mr. J. B. Hunter, Deputy Minister of Public Works, be notified to attend and give evidence at the next meeting of the committee.

The Committee adjourned till Friday, the 30th instant at 11 o'clock, a.m.

M. STEELE,
Chairman.

5.

FRIDAY, May 30, 1919.

The Committee met at eleven o'clock a.m., Mr. Steele in the Chair.

Present: Messrs. Charters, McCrae, Mowat, Redman, and Stevens—6.

The Minutes of the last meeting were read and approved.

The Clerk reported that four more statements from the departments had been received, making a total to date of 25.

Mr. J. B. Hunter, Deputy Minister of Public Works, was sworn, examined and discharged from further attendance.

On the suggestion of the Chairman it was

Resolved, That the Committee recommend that their quorum be reduced to five members.

APPENDIX No. 6

Mr. Stevens moved, That the committee report a recommendation that provision be made in the Supplementary Estimates for the current year for the retirement of employees of the Inside Service, who have become incapacitated by reason of age, sickness, or who are otherwise inefficient. Debate thereon adjourned.

On motion of Mr. Charters it was

Ordered, That Mr. W. W. Cory, Deputy Minister of the Department of the Interior, and Mr. R. C. Desrochers, Secretary of the Department of Public Works, be required to attend as witnesses at the next meeting of the committee.

On motion of Mr. Redman it was

Ordered, That Mr. William Foran, Secretary of the Civil Service Commission be required to attend at the next meeting of the committee, and to bring with him the statement, recently prepared by the commission, under instructions received from the Government, setting forth a scheme whereby any employees in the Inside Service, who may at the present time be incapacitated by reason of age or sickness, may be superannuated or retired from the service.

The Committee adjourned till Monday next, June 2, at eleven o'clock, a.m.

M. STEELE,
Chairman.

6.

MONDAY, June 2, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

Other members present: Messrs. Andrews, Boys, Charters, Douglas (Cape Breton), Redman and Stevens.—6.

The Minutes of the last meeting were read and approved.

Mr. R. C. Desrochers, Secretary of the Department of Public Works, was sworn and examined. Witness was required to prepare and produce at the next meeting a statement specifying the employees in his branch who had been absent on account of the epidemic of influenza during the last year, and also a statement showing the number of days of absence of each employee in the branch for the year 1917-18.

Mr. W. W. Cory, Deputy Minister of the Department of the Interior was sworn, examined and discharged.

On motion of Mr. Boys, Mr. Cory was requested to instruct the heads of the following branches to prepare and produce at the next meeting of the Committee, a statement showing the cause of absence in each case in his branch, specially in cases of alleged sickness, and also a similar statement for the year 1917-18, viz: The Dominion Lands Branch, the Lands Patent Branch, and the Mailing Branch.

Mr. William Foran, secretary of the Civil Service Commission, was sworn and examined in part.

As required, the witness produced and read a copy of the Order in Council of April 17, 1918, instructing the Civil Service Commission to prepare a statement of officials in the service, who on account of advanced age, failing health, or lack of experience or ability are not capable of rendering efficient service to the State, and who might therefore be retired, and to recommend the conditions under which each such employee should be so retired.

The Committee adjourned till Thursday next, 5th instant, at 11 o'clock, a.m.

M. STEELE,
Chairman.

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7.

THURSDAY, June 5, 1919.

The Committee met at eleven o'clock, a.m., Mr. Steele in the chair.

Other members present: Messrs. Boys, Charters, Jacobs, Long, McCrea, Mowat, Redman.—8.

The minutes of the last meeting were read and approved.

The chairman reported that in accordance with the recommendation of the committee the quorum had been reduced to five members.

The clerk reported that one departmental statement had been received since the last meeting, leaving six departments not yet heard from.

Mr. Long moved, that the clerk communicate forthwith with the said departments, and require the production of their statements at the next meeting of the committee; and if in any case the statement cannot be so produced, that the proper officer be instructed to attend and explain the cause of the delay, which was agreed to.

The examination of Mr. R. C. Desrochers, secretary of the Department of Public Works was resumed. He produced the special statement regarding the absence of certain employees in his branch called for at the last meeting, which was filed.

Mr. Desrochers' examination was concluded and he was discharged from further attendance.

Mr. H. E. Hume, Deputy Commissioner of Dominion Lands, was sworn and examined. He produced a statement showing the cause of the absence of each employee in his branch, specially in cases of alleged sickness, during the year 1918-19, and also a similar statement for the year 1917-18. Witness was directed to prepare a statement showing the total number of days and hours lost in the branch through absence caused by vacations, sickness or other cause, and deducting the number of such days and hours from the total number of working days and hours in the year (less Sundays and statutory holidays), show the average number of days per year and hours per day that each employee is giving; also a statement of the estimated number of hours of overtime during the same period.

Mr. W. S. Gliddon, First Assistant Controller of Dominion Lands Patents, etc., was sworn, examined and discharged; he produced statements showing cause of absence of each employee in his branch during the year 1918-19, and the year 1917-18.

Mr. C. C. Pelletier, clerk in charge of mailing room, Department of Interior, was sworn, examined and discharged; he produced statements showing cause of absence of each employee in his branch during the past two years.

Ordered, That Mr. F. C. T. O'Hara, Deputy Minister of Trade and Commerce, be notified to attend at the next meeting of the committee.

The committee adjourned till to-morrow at 11 o'clock.

M. STEELE,
Chairman.

8.

FRIDAY, June 6, 1919.

The committee met at 11 o'clock, a.m., Mr. Steele in the chair.

Other members present: Messrs. Boys, Charters, Long, McCrea, Mowat, Redman.—7.

The minutes of the last meeting were read and approved.

APPENDIX No. 6

The clerk reported that five additional departmental statements had been received since the last meeting, leaving only one yet to be received.

Mr. F. C. T. O'Hara, Deputy Minister of Trade and Commerce, was sworn and examined, and discharged from further attendance.

He was requested to prepare and send in time for the next meeting a statement giving particulars in certain cases of absence on account of alleged sickness.

Ordered, That Mr. George F. O'Halloran, Solicitor of Patents and Copyrights, Department of Trade and Commerce, and Mr. R. M. Coulter, Deputy Postmaster General, be notified to attend at the next meeting.

The committee adjourned till Tuesday, June 10, 1919, at 11 o'clock, a.m.

M. STEELE,
Chairman.

9.

TUESDAY, June 10, 1919.

Eleven o'clock, a.m. *Members present*: Messrs. Steele, Charters and Long—3. Owing to lack of quorum there was no business transacted. On the order of the chair:

The committee met at 4.30, p.m., Mr. Steele in the chair.

Other members present: Messrs. Charters, Long, Mowat and Stevens—5.

The clerk reported that the last departmental statement, namely, that of the Finance Department, had been received.

Mr. R. M. Coulter, C.M.G., Deputy Postmaster General, was sworn, examined and discharged from further attendance.

Mr. George F. O'Halloran, Solicitor of Patents and Copyrights, was sworn, examined and discharged. He submitted a statement regarding certain cases of absence in the Patent Branch, as required through Mr. O'Hara.

Ordered, That Mr. A. W. Throop, Secretary of the Post Office Department; Mr. F. E. S. Grout, Superintendent of the Money Order Branch, and Mr. J. G. Fortier, of the Postal Note Division, be notified to attend and give evidence at the next meeting of the committee.

The committee adjourned till to-morrow afternoon at 4.30 o'clock.

10.

THURSDAY, June 12, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

Other members present: Messrs. Archambault, Charters, Long, Mowat, and Redman.—6.

The minutes of the last meeting were read and approved.

Mr. A. W. Throop, Secretary of the Post Office Department, was sworn, examined and discharged.

Mr. F. E. S. Grout, Superintendent, Money Order Branch, Post Office Department, was sworn, examined and discharged.

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Mr. J. G. Fortier, Chief Clerk of the Postal Note Branch, Post Office Department, was sworn, examined and discharged.

Mr. Robert Fowler, Superintendent of the Dead Letter Office, was sworn and examined in part.

On motion of Mr. Charters it was

Resolved, That the Committee do recommend that their Proceedings and the evidence taken by them be printed from day to day for use of the Committee, and that Rule 74 be suspended in reference thereto.

Ordered, That the examination of Mr. Robert Fowler be continued at the next sitting, and that Mr. James White, Assistant to the Chairman of the Commission of Conservation, be notified to attend and give evidence at the same sitting.

The Committee adjourned till to-morrow at 11 o'clock, a.m.

M. STEELE,
Chairman.

11.

FRIDAY, June 13, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

Other members present: Messrs. Andrews, Charters, Loggie, Long, and Mowat.—6.

The minutes of the last meeting were read and approved.

The examination of Mr. Robert Fowler, Superintendent of the Dead Letter Office, Post Office Department, was resumed and concluded, and he was discharged from further attendance.

Mr. James White, Assistant to the Chairman of the Commission of Conservation was sworn, examined and discharged..

Ordered: That Mr. Sidney Smith, Controller of Postal Stores, Post Office Department, and Major Coristine, Commissioner and Secretary of the Board of Pension Commissioners, be notified to attend at the next meeting of the Committee.

The Committee adjourned till Monday next, June 16, 1919.

M. STEELE,
Chairman.

12.

MONDAY, June 16, 1919.

The Committee met at 11 o'clock a.m., Mr. Steele in the Chair.

The minutes of the last meeting were read and approved.

Major Coristine, Commissioner and Acting Secretary, Board of Pension Commissioners, was sworn, examined and discharged.

Major Coristine was requested to send for the information of the Committee a copy of the chart showing the organization of the Commission Board; also copies of forms in regard to pay, and time clock forms, also of the daily, weekly and monthly report, also showing how pay is deducted for absence without leave.

Mr. Sydney Smith, I.S.O., Controller of Postal Stores, was sworn, examined and discharged.

APPENDIX No. 6

Mr. Smith was asked to send in a statement showing the proportion of leave of absence which was allowed in his Branch without pay.

Ordered. That Mr. Robinson, Deputy Minister, Soldiers' Civil Re-establishment, and Mr. Grant, Manager E. J. Daly Co., Ltd., be notified to attend at the next meeting.

The Committee adjourned till to-morrow afternoon at two o'clock.

M. STEELE,
Chairman.

13.

TUESDAY, June 17, 1919.

The Committee met at 2 o'clock p.m., Mr. Steele in the Chair.

Other Members present: Messrs. Charters, Loggie, Long, McCrea, Redman—
Total, 6.

The minutes of the last meeting were read and approved.

The Chairman reported that Major Coristine, of the Board of Pension Commissioners had filed with the Clerk of the Committee the forms which he had been asked to furnish on the 16th instant.

Mr. F. G. Robinson, Deputy Minister of the Department of Soldiers' Civil Re-Establishment was sworn, examined and discharged from further attendance.

The committee adjourned till to-morrow at two o'clock.

M. STEELE,
Chairman.

14.

WEDNESDAY, June 18, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

Other Members present: Messrs. Charters, Loggie, Long, McCrea, Redman—
Total present, 6.

The clerk reported that Mr. Sidney Smith, Controller of Postal Stores, had, as requested on the 16th instant, submitted a statement showing leave of absence in his branch without pay, also a letter suggesting a change in the organization of his branch as regards the Purchasing Agent's section, and which he requested to have inserted in his evidence.

Ordered,—That the statement and letter referred to in the preceding paragraph be included, in condensed form, in Mr. Smith's evidence.

Mr. J. C. O'Connor, president, and Mr. E. Lisle, vice-president of the Civil Service Association of Ottawa, and Miss M. Tremblay, president of the Women's Branch of the same association were severally sworn, examined and discharged from further attendance.

A copy of the constitution of the said association was filed with the committee by Mr. O'Connor.

The committee adjourned till 2 o'clock to-morrow.

M. STEELE,
Chairman.

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15

THURSDAY, June 19, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

Other members present: Messrs. Boys, Charters, Loggie, Long, Mowat, Redman,
Total present, 7.

The minutes of the last meeting were read and approved.

Mr. L. D. Burling, 1st Vice-President of the Civil Service Federation of Canada, was sworn, examined and discharged.

The clerk reported that Mr. F. Grierson, President of the Federation, had been notified to attend but that through illness he was unable to do so to-day, but he submitted a written statement which was laid on the Table.

Ordered,—That Mr. Grierson's statement be included in the evidence.

The committee adjourned to the call of the Chair.

M. STEELE,
Chairman.

16.

MONDAY, June, 23, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

Other Members present: Messrs. Loggie, Long, and Mowat—Total present, 4.

The minutes of the previous meeting were read and approved.

Mr. W. P. Grant, manager for H. J. Daly Co., Limited, Ottawa, was sworn, examined and discharged.

The committee adjourned to the call of the Chair.

M. STEELE,
Chairman.

17.

THURSDAY, June 26, 1919.

The committee met at 2.30 o'clock, p.m., Mr. Steele in the Chair.

The minutes of the last meeting were read and approved.

Mr. Andrew D. Watson, Actuary of the Insurance Department was sworn, examined and discharged.

After discussion.

Mr. Boys moved, seconded by Mr. Long—That the committee do make an interim report, as follows:—

Your committee having had before them the report of the Civil Service Commission made to the Governor in Council, pursuant to Order in Council, dated 17th day of April, 1918, and having considered that portion thereof relating to the retirement and superannuation of certain officials therein referred to, and having heard evidence upon the question from a number of witnesses called and examined under oath, are of the opinion that such officials, owing to their age or permanent impair-

APPENDIX No. 6

ment of health, should be retired with a reasonable superannuation allowance, and with that end in view, your committee beg to recommend that immediate action be taken to give effect to the said report so far as the same relates to the officials therein referred to; and further that the necessary steps be taken to add to the list of such officials, for a like purpose, the names of any other employees in the Inside Civil Service, who for similar reasons might, with advantage to the Service be retired therefrom upon a like superannuation allowance.

Motion agreed to.

The committee adjourned to the call of the Chair.

M. STEELE,
Chairman.

18

THURSDAY, July 3, 1919.

The Committee met at 2.30 p.m., Mr. Steele in the Chair.

Other members present: Messrs. Boys, Charters, Loggie, Long, and Mowat.—
Total present, 6.

The Minutes of the last meeting were read and approved.

The Chairman submitted a draft Report for consideration.

After discussion, on motion of Mr. Boys, it was,

Resolved: That the said Draft Report be adopted as the Final Report of the Committee. (For this Report see Fifth Report of the Committee, page 5).

Ordered: That the said Report, together with the Proceedings of, and the Evidence taken by the Committee, be presented at the next sitting of the House, and that the Committee do recommend that the Proceedings and Evidence be printed as an Appendix to the Journals.

The Committee adjourned *sine die*.

M. STEELE,
Chairman.

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LIST OF WITNESSES.

Name.	Department.	Page of Evidence.
1 Burling, L. D.	Vice Pres. C. S. Federation	216
2 Coristine, Major.	Board of Pensioners	169
3 Cory, W. W.	Interior, (Deputy Minister).	68
4 Coulter, R. M.	Post Office "	120
5 Desbarats, G. J.	Naval Service "	30
6 Desrochers, R. C.	Public Works, (Secretary).	62, 88
" Foran, William.	C. S. Commission, "	79
8 Fortier, J. G.	Post Office, (Postal Notes).	143
9 Fowler, Robert.	" (Dead Letter Office).	145
10 Gliddon, W. S.	Interior, (Lands Patent Office)	103
11 Grant, W. P.	H. J. Daly Co. Ltd., (Manager).	236
12 Grierson, F.	President C. S. Federation	235
13 Grisdale, J. H.	Agriculture, (Deputy Minister).	38
14 Grout, F. E. S.	Post Office, (Money Order B.).	137
15 Hume, H. E.	Interior, (Dominion Lands).	93
16 Hunter, J. B.	Public Works, (Deputy Minister).	50
17 Lisle, E.	1st. Vice Pres. C. S. Association.	210
18 Mulvey, Thomas.	Secretary of State, (Deputy Minister).	19
19 O'Connor, J. C.	President C. S. Association.	199
20 O'Hara, F. C. T.	Trade and Commerce, (Deputy Minister).	108
21 O'Halloran, G. P.	" (Patents & Copyrights).	129
22 Pelletier, C. E.	Interior, (Mailing Branch).	107
23 Robinson, F. G.	Soldiers Civ. Re-estab. (Deputy Minister).	185
24 Smith, Sidney.	Post Office, (Postal Stores Branch).	180
25 Throop, A. W.	" (Secretary)	132
26 Tremblay, Miss M.	Pres. Women' Branch C. S. Association.	213
27 Watson, A. D.	Insurance Dept. (Actuary).	243
28 White, James.	Com. of Conservation, (Deputy Minister).	163

MINUTES OF EVIDENCE.

THURSDAY, May 22, 1919.

The Committee met at 11 o'clock a.m., Mr. Steele in the Chair.

Mr. THOMAS MULVEY, sworn.

By the Chairman:

Q. You are the Under Secretary of State?—A. Yes.

Q. How long have you occupied that position?—A. Ten years on the 1st of June next.

Q. Will you just make to the committee any statement that you are prepared to make with regard to your Department?—A. If I know exactly what the committee wants to be informed upon I can frame my statement to meet it. I can speak generally a great deal about the Department, but I do not know if it would be to the point.

By Mr. Boys:

Q. At the outset of the proceedings before the reporter was present you stated that the state of affairs in your department was somewhat chaotic?—A. Yes, that is right.

Q. Would you now state what exists in the department which warrants you in so describing the state of affairs?—A. Yes, that state of affairs has two causes, the war condition for one, which has required a large number of temporary employees, and the fact that we have been waiting for nearly a year for the re-organization which was proposed by the Civil Service Commission. We have several vacancies upon the permanent staff which we have not been able to fill, and when I say we have not been able to fill them I mean that I would not fill them just for the reason that until I knew what the organization is to be it would be unfair to put people in positions and then have the circumstances under which they are to work entirely changed. Then, just to give an instance, I have been endeavouring to establish a branch of the department which will deal with company affairs exclusively for the purpose of organizing and centralizing that kind of work. I applied for a solicitor who had some knowledge of the Companies' Act last August and it is only within two weeks that he has been appointed. He would be accountable for a staff of five or six under him.

Q. He is superintendent of the branch?—A. Exactly, he would be head of that branch. I did not want to appoint the members of that staff until he was appointed because he should have something to say about it. It is a regulation of the Civil Service Commission that those who are appointed permanently shall have six months' probation and the period of probation might actually have passed before the man who is to look after this branch was appointed. That is the condition of affairs that are in existence; because the head of that department is responsible for the work of the clerks under him, he should be, and for that reason I have not asked for the appointment of anyone in that branch. The work has been spread over the department and done here, there and every place. That is the state of disorder I complain of, but it is inevitable at the present time.

Q. But when the difficulties you complain of are removed you can remedy that state of affairs?—A. It can be remedied; if you will lay down the rules we will follow them, we want to know where we are but for the last year we did not know.

Q. Just one minute—prior to last year what rule had you for your guidance? That you haven't had during the last year?—A. In the first place the Minister was directly

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responsible for the appointment of all the staff and now the Minister's responsibility is taken by the Deputy and the Civil Service Commission, that makes a very considerable change.

Q. That is defined now, the responsibility has been defined for a year?—A. Yes.

Q. Well, then why under these definite conditions could you not bring about a satisfactory state of affairs rather than chaotic?—A. Because the organization of the department by the Civil Service Commission was under consideration and had not been disposed of.

Q. You were waiting for that?—A. I was waiting for that; I thought it was the proper thing to do because we have been expecting to have that organization from time to time.

By the Chairman:

Q. Will you state to the committee just for our information how many branches you have in your department?—A. It is merely for the purpose of facilitating the work that we have a branch at all. In some branches there are only two or three people, but it is a ready method of dividing things up. There is the correspondence branch; you must remember that the Secretary of State is the official secretary of the Governor General in Council and the most important work of the department is attending to correspondence which arises on official matters. That is the most important branch of the department. Then there is the Registrar General's Branch. The Secretary of State is also the Registrar General of the Government. We have what I can describe better by an ordinary registry office which is perhaps as large a registry office as there is in the Dominion, because we register every commission that issues and every conveyance of land to the Government and every conveyance of land by the Government, excepting the free grant lands of the Interior and of Indian Affairs, which formerly were with the Registrar General's Branch but several years ago were removed. For instance every conveyance including all those of the Railways and Canals and Public Works Departments they are all registered with us. That is the second branch, the Registrars branch.

Then there is a third which we call the Remission Branch which deals with the correspondence with respect to the ticket of leave and capital cases and the remission of sentences generally. There is a great deal of correspondence connected with that and while it is still correspondence and ought to be included in the correspondence branch it is found that it is more convenient to have it segregated from our general correspondence. Then we have the Naturalization Branch. Since the Act of 1914 passed all naturalization certificates are issued by the Secretary of State. Prior to that certificates were issued by the judges and were merely recorded in the Registrar General's Branch. Then we are establishing a new branch to deal with Government matters alone. That may take some work from the Correspondence Branch and some also from the Registrar General's Branch. Then there is the Accountant's Branch. I think that completes the branches.

Q. There is the branch for parliamentary returns?—A. Yes, we had that branch established for the purpose of taking care of correspondence and one thing or another of that kind, so that there would be somebody in the department who would be held responsible for these parliamentary returns.

Q. What about the War Charges Branch?—A. That is a temporary branch which was established a year ago last January to deal with matters arising under the War Charges Act. It is hard to say how permanent that may be. The War Charges will last long after the declaration of peace, in fact so long as there are indigent returned soldiers or their dependents to look after. Referring to war work we also have the Censors Branch, the Chief of the Board of Censors is under the Secretary of State and his office is administered by the State Department.

Q. Then each branch is in charge of the head of the branch?—A. Yes.

Q. Are the salaries uniform?—A. No. You see the clerks who are in charge of these departments grew up in the department and they took charge of them at various

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times and their salaries are really that of their position or their length of service in the department rather than the work which they are at. There are, for instance, two men who are in charge of office branches one of whom was appointed at the salary of \$2,100, and the accountant who has just retired was at a salary of \$3,500. The Assistant Deputy Registrar General who was just retired was getting I think \$3,500 and his successor was just recently appointed at \$2,800, so that the salaries are not uniform.

By Mr. Redman:

Q. Would you say you were overmanned in any of your departments?—A. No, we are not. We are undermanned. It is necessary now to appoint at least three or four more to the Department. In the last year five of the staff have been superannuated and their places have not been filled.

Q. You have arrangements in your branch for superannuation?—A. Well, these all happen to be under the Superannuation Act, which was partially abolished in 1898. They were all clerks who were there prior to that time. There was the assistant deputy registrar general, the accountant, and three junior clerks who were superannuated during the past year.

By the Chairman:

Q. You state that your department is undermanned?—A. Yes.

Q. Why do you think it is undermanned?—A. I will give you one instance. I have been in that department about ten years, and I can say fairly that I have not had a holiday in that ten years, and I think that is enough to show that it is undermanned. When I go away for a week or ten days I get the office mail every day. I think the method of organization in this department is equal to that of any department, because there is no one who should not be able to go away or be ill if they want to, and have affairs go on just as they should.

By Mr. Charters:

Q. What organization have you? Do the sub-heads of the department consult with you as to the conduct of the work?—A. Oh yes. They do not consult together, but they consult with me all the time.

Q. You do not have meetings of the different heads?—A. We have no formal meetings, but from time to time when a change of methods in the department is up for consideration we discuss them all together.

Q. You do not have meetings of the whole staff?—A. No, we do not, not of the whole staff. It would be quite unnecessary, but when a subject is up for a change in the methods of the department, we do not have formal meetings, but I see everyone who is in any way interested in that discussion. That is as far as it goes.

Q. Is the sub-head responsible for the direction of the work in his department?—A. Practically speaking, yes, but I am in constant touch with all of them. You see it is a small department. I know what is going on in every branch of the department all the time.

By the Chairman:

Q. You exercise a close supervision over all the branches?—A. We are all there together. I know what is going on in every branch of the department all the time. It is quite close under my supervision, but, for instance, what particular girl is to do this kind of thing or the other kind, I do not interfere with. That is done by whoever may be the head of the branch.

By Mr. Boys:

Q. I have no doubt you have plenty to do, judging from what you have said about your holidays, but as to the staff in general, are you able to say whether there is sufficient work in your department, as a general thing, to keep the various stenographers

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and clerks reasonably employed during the working hours of the day?—A. Oh, yes, I have a most excellent staff who do their work satisfactorily and conscientiously, and they are engaged all the time.

Q. I am not suggesting for one moment that they are not working satisfactorily and that they are not capable, but I want to find out if there is really work in your department to keep them all going, not perhaps at fever heat, but reasonably?—A. That is exactly so. I would not undertake to say that everyone of them is engaged every moment from nine till five. Take company work, during the last two or three months we have had well on to a hundred charters issued. Next month we may have forty, but we require to have a staff to look after a hundred, and it may be that at a certain period work gets slack.

Q. You have got to have staff enough for the rush hours?—A. Yes, we have to carry the peak load.

Q. What you say is that at the moment you are undermanned. You think you will have to fill all the vacancies to properly equip your staff, or do you imagine you can avoid that?—A. Well, now, that is a thing that will have to work out itself. As the work comes to an end we will be able to absorb a considerable number of the temporary staff into the permanent staff of the department. We would rather do that, because as a matter of fact every person we get in, every typewriter, we have to train them into our methods. Those who have been on temporarily for the last two or three years have had that training and will serve us far better than any others we would take on.

Q. Dealing with what you said about the correspondence branch, I do not know that I am exactly familiar with the details of the change, but I was given to understand that formerly, where all correspondence between the department and the Foreign Office had to pass through your branch?—A. Oh, no.

Q. That is no longer necessary?—A. No.

Q. You correspond directly now, do you not?—A. No, the State Department has not for ten years had anything to do with that kind of correspondence. It is dealt with by the Department of External Affairs.

Q. Then the change that was brought about by Sir Robert Borden in that connection does not affect the work of your department?—A. Not at all.

Q. I thought probably it would.—A. The official correspondence that is dealt with by the State Department is more with the provinces. The State Department is the official channel between the Dominion and Provincial Governments.

Q. Let me give you an illustration. I remember last year in the Public Accounts Committee we were dealing with an item that had to do with an ice-breaker, sold to Russia.—A. Yes.

Q. And I recall that the correspondence there was with the Marine Department and that it would not pass through, if I remember correctly, the Secretary of State's Department.—A. External Affairs. It would be with the Department of External Affairs, but not by the State Department.

Q. Not by your department?—A. Not at all.

Q. Supposing you wanted a stenographer, is there a set starting salary for that stenographer in each department, or how is that?—A. Well, it is the Civil Service Commission that fixes the salaries altogether. We requisition the Civil Service Commission for a stenographer, and we describe the kind of work we want done by that person, and they assign us a person and fix the salary. That is right, is it not?

Mr. M. J. BIRDWHISTLE: Yes. There are different subdivisions and grades, and minimum and maximum salaries.

WITNESS: There is a minimum and maximum, and it depends on the requirements we want. If we require a stenographer to take first-class dictation in a first-class way, we have to pay more than we pay to one who is merely to do typing work. It is the Civil Service Commission that fixes these salaries. We do not.

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By Mr. Charters:

Q. As to promotion and increases?—A. The question of promotions and increases is in a difficult position. My practice has been this: First of all, they get statutory increases year by year, fifty or a hundred dollars as the case may be, and our practice is that if their work is satisfactory and they get to the maximum of their class, that they immediately get promotion to the higher class.

By the Chairman:

Q. What do you mean by the higher class? A higher salary?—A. Yes. It puts them into a position so that they can go on getting the fifty dollars increase.

Q. They retain the same position?—A. Yes; they have to be qualified to some extent, because the Civil Service Commission exercises some supervision over it. A promotion from the Third Division to the Second Division under the old classification required an examination. We could not do that. But a promotion from say 3B to 3A, that is the promotion to which I refer, or from 2B to 2A—these are made without examination, and in the same way from the second division to the first division. Promotion from the second division to the first division is subject to this qualification, the Civil Service Commission issues a certificate indicating that the person has some additional duties to perform. That is to say, the first division is supposed to be made up of clerks having more responsibility than those in the second division. But it has happened on several occasions since the classification in 1908 that many of them had duties which were then performed by clerks belonging to a higher class, and when they reached the maximum class, I recommended their promotion right away. I have two or three cases in mind, the Librarian, and the head of the Remission Branch.

By Mr. Boys:

Q. That promotion does not involve an increase in salary; it merely entitles them to the continued increase year by year at the annual rate of increase provided for in that particular class?—A. Those in the second division run up to \$1,600, and when they reach the first division they begin at \$2,100, and are entitled to an annual increase of \$100, until they reach the maximum of \$2,800.

By Mr. Charters:

Q. They are eligible for promotion to the head of a branch?—A. Yes, it is usual to impose further responsibility and duties when they get into the higher division. But in some cases they have not been properly classed in the first place, and they perform duties which entitle them to promotion at any rate.

By Mr. Mowat:

Q. I would like to know your experience with regard to getting clerks from the Civil Service Commission. Is it quickly done, or have you any trouble?—A. The only case where we had to wait was in the appointment of a solicitor which was made only two weeks ago. The application for filling the position was made last July or August, and eighty applications were considered for that position. I do not complain about the delay.

Q. I mean with regard to stenographers?—A. We have no trouble at all.

Q. There is one other thing; a Minister of the Crown said a short time ago that he had a number of old people on his staff, that they could not live without getting a salary, and yet they were of no use, and he did not want to turn them off. We want to know how we can help that condition of affairs. It may be that we will have to consider the question of superannuation.—A. I quite agree with that.

Q. Have you any such in your department?—A. Yes, we have. I would rather not give the names, but you will find that that is a condition in every Department of the Service.

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By Mr. Boys:

Q. What would your idea be as to a remedy that would take care of that situation?—A. It is a pretty hard thing to answer. Some of these men have been in the Service for thirty, forty or forty-five years, and it would be almost like a death warrant to superannuate them. I would not do it. It is not the mere fact of the change in salary; it is the change in their method of life more than anything else. They come to the office every morning, and they do their work satisfactorily, mind you, the clerks I have in mind. It could be done more efficiently by younger men, but they do their work efficiently enough. It is generally the fact that a person up in years, like those referred to, gets out of the ordinary run of life when superannuated, and does not live long, and that is why I say it would be almost a death warrant to superannuate them.

Q. I gather that you think it would be better to continue existing things than to superannuate those elderly people?—A. It is a condition of affairs that will right itself.

Q. But others will be coming on and increasing in years.—A. These are all men getting up in years who cannot live long.

By Mr. Mowat:

Q. They were all there in 1897. I have heard of a man being appointed to the Civil Service at 68; that was recently. That man would have very few years of usefulness ahead of him.—A. There are no cases of that kind in the State Department. As a matter of fact, there are five who have been superannuated during the past year. They requested superannuation in every case.

By Mr. Boys:

Q. Pressing you on that point, I do not see how you can think that the matter will right itself. It will right itself in regard to the five or six gentlemen in your department; but five years from now, will there not also be five or six old people on the staff?—A. That won't happen in the State Department, because when I came in ten years ago the condition of things I found was this: there were two classes of clerks in the department, those well up in years, and the rest all youngsters. One difficulty I have is to get clerks who will train up to the responsibility of the important positions, because they are too young at the time. There is only one to whom this discussion applies now, and he is up in years and has been in bad health for some time.

By the Chairman:

Q. As a matter of fact, you have rather a limited number of old men in your department?—A. Yes, now.

By Mr. Boys:

Q. Apart from your own department, as a Deputy having the welfare of the service at heart, what would be your idea of the question of superannuation generally? Do you say it would be better to let them simply go on because of the effect it might have on their lives if they were asked to resign, or do you think it would be better to superannuate them, to treat them fairly that way and get younger men of more energy and efficiency in their places?—A. It is a very hard question to answer. If the department were run on a business basis, I would not hesitate a moment in giving an answer.

Q. Why should it not be run on a business basis?—A. You cannot do it. All you can do is to approximate to business methods.

Q. Suppose you were given an absolutely free hand, the same as the manager of a company, you would want to run it on a business basis?—A. I could.

Q. Under the system, Deputies are not placed in the same position as a manager in regard to administration?—A. I do not know how under the Civil Service Act you are going to work it, but I think they are in a freer position than they were before. I do not want to reflect upon any Minister or any party, but it is an undoubted fact that

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members of the staff who were appointed by ministers for their own political purpose were not qualified for the positions they were put in.

Q. I have heard that, and the Deputies had to submit to it?—A. Yes.

By the Chairman:

Q. What other obstacles would you feel free to enumerate in regard to running your department on a business basis?—A. I believe that the Civil Service Act, as now framed, is going to enable us to approximate, to a very great extent, to running it on a business basis. I will give you another reason. We will take the case of a younger man who comes into the department and works conscientiously and faithfully, and he is there thirty-five years, say. That man has no superannuation, or anything, and you cannot very well turn him adrift. A business concern would do that, but I do not think that a government should do it.

By Mr. Boys:

Q. I do not agree with you about the practice of business concerns. I am of the opinion that a great many business concerns when the man is not able to fill the duties required of him do not turn him out. What I am just trying to find out is whether the superannuation idea is the right idea to remedy the trouble or to let it go on rather than as in the case of a man of seventy keeping him sitting at his desk when he has nothing to do and as a result he dies a few years sooner than he would otherwise?—A. There are certain elements of that nature, but I think it was a great mistake when the Superannuation Act was abolished in 1898. There is no doubt there were abuses under the Act but the Act in the main was a proper Act and should not have been dealt with in the way it was. As a matter of fact I have very little experience in the old Superannuation Act, but as it has been run for a considerable time past I believe that it is a matter of profit for the Government. That is to say that the service is putting in year after year a percentage of the salaries of those who die in the service and who get nothing out of the fund; it is a very few who do retire and get superannuation.

By Mr. Redman:

Q. And you save their salaries while they are getting superannuation?—A. Yes.

By the Chairman:

Q. You spoke sometime ago about rush times?—A. Yes.

Q. Supposing one of your branches requires an extra clerk for some extra work, what is the procedure?—A. We just rearrange things in the department.

Q. Suppose you cannot do that, supposing you required an extra employee?—A. We get a temporary employee, we have had to do that.

Q. The request comes from the Chief of the Branch?—A. That requisition is sent to the Civil Service Commission for a temporary employee.

Q. The request comes from the head of the branch to you and goes through you to the Civil Service Commission?—A. Yes.

Q. When the rush of work is over what happens to the employee?—A. They all go. As a matter of fact we have had very few cases where temporary clerks have been let out since the war began.

Q. But that is the procedure?—A. Yes, that is the procedure.

Q. Those clerks now are not in the branch waiting for his rush work?—A. You see before the war that worked automatically. The temporary employee who was taken on could only be on for six months, but the temporary work might not run for the whole six months; as a matter of fact we kept him on for six months, and except it was required for a substantial length of time we did not ask for temporary help. For instance, during the session, when we had to deal with a lot of returns we usually

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got on one or two temporary employees for that time and they went as soon as the six months were up. Since the war times we could not lay down any rule because we have had such a rush of work and have had difficulty at times in keeping up with it.

Q. What about overtime work in the department, I mean in your particular branch?—A. I do not allow it as a matter of fact. I do not think it should be done. If the clerks can't do their work in office hours we should get further assistance. Of course I have reference to what you may call fairly permanent overtime; I have had my staff working till 11 or 12 o'clock at night time and time again, but that would be only to help us over these few days.

Q. Are they paid extra for that overtime?—A. No.

By Mr. Redman:

Q. Doubtless you sometimes get inefficient?—A. Yes, quite frequently.

Q. What do you do under those circumstances?—A. We get rid of them as well as we can; sometimes we have to suffer with them for a while. I am trying to recall particular instances where that has happened.

Q. What is the general procedure with regard to inefficient?—A. We have had several, I recall now, we have simply told the Civil Service Commission that the services were not satisfactory and asked them to take them away.

Q. And they have taken them away?—A. Yes.

By Mr. Mowat:

Q. What about the girl that cannot spell and who does not take pains?—A. We get rid of them.

By Mr. Redman:

Q. You have no power to dismiss them yourselves?—A. We have, and it is the only safeguard we have, the right to reject them within six months.

Q. You have a probationary period?—A. Six months; if we keep them on after that time we cannot get rid of them, but we can do it before the six months expires by simply saying they are not satisfactory.

Q. That is they have the right of appeal to go before the Civil Service Commission to find out as to the facts?—A. Exactly.

By Mr. Charters:

Q. Are many of the temporary employees made permanent?—A. No, before the war very few at all, since the war we have had on such a large number of temporaries and we have had a number leaving the staff permanently and we have filled up the vacancies by selection from those whom we took on temporarily. I could not give you the percentage, we have a few, but I cannot tell you offhand what relation they bear to the total number.

By Mr. Boys:

Q. Speaking about the peak load has every department a large staff capable of taking care of that situation? If so of necessity there must be a large number of clerks who would not be steadily employed.—A. Well, as to the underlying principle you are quite right but, for instance, in our own department we have several branches and I do not know, I cannot recall at the present moment of any case that when we had a rush in one we had not a slackness in the other and moved them over.

Q. You move them from one branch to another?—A. Exactly.

Q. What was in my mind was whether with 30 different departments would there be any objection to having what might be called a relieving staff it might be called upon by any department when the necessity arose?—A. I think it is an excellent idea; I know of no reason at all why it should not be done.

Q. I have known of many cases in connection with shell work and other industries where they had a system which they had worked out to meet emergencies. They had

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what they called a relieving staff, the members of which were not on the regular staff, but one establishment kept a force of 30, 40 or 50 girls ready to be called upon at any moment to relieve members of the regular staff. It struck me that there might be a relieving staff in connection with the Civil Service which could be called upon by any department and, in that way, do away with the necessity of keeping a sufficient number of employees in each department to take care of the peak load?—A. That might be worked out satisfactorily. But take at the present time; the company returns are coming in now and we are overwhelmed with them, they should all be dealt with, of course, immediately and should be acknowledged and so on but we can spread them out over a couple of weeks and that will be soon enough to deal with them. There are methods of dealing with such a situation as it comes up but nevertheless I think the idea you suggest can be well worked out. You see it will assist in this way: When we have a rush of work and have to get temporary employees on we usually get those who have no experience or qualifications and there is so much trouble in teaching them in groups that what we have to do in that way has perhaps taken double the time in which the work could have been done by the department. But if you had a staff such as you propose, with fairly good training, to come in, their assistance would be very great. It would be better than taking on temporary employees.

By Mr. Redman:

Q. There is a tradition, whether well founded or not, in the country that Governmental Departments are rather slower in handling affairs than ordinary commercial institutions?—A. I do not know about any other department in that respect except my own, but it is my instruction to the whole staff that everything has to be dealt with promptly and in a business like way, and run on a business basis. That is what we are trying to do.

By Mr. Boys:

Q. If there is any concern that turns out charters with greater facility and satisfaction than your Department, I have yet to run across it. That has been my experience.—A. Well, it has been just as prompt in any other department.

Q. It is very different from the work in other departments.—A. That is undoubtedly so, but there are often times in the company end of it when we cannot act so promptly, there are difficulties that arise, and I often have a file on my desk a week thinking about it before I deal with it at all.

Q. One of the troubles I experience is this: that in a department, before you can get anything accomplished, the particular matter has to pass through the hands of four different officials, the last one being the deputy. Would it be possible to have the affairs of the country run by giving some man, say the Superintendent, jurisdiction to deal with some matter, and then have it o.k'd by him and passed on to some one else, and then to the Deputy?—The cause of the delay is that these papers will stay in a particular office for a week or two, and then a week or two in the next office?—A. I have no doubt you will find dilatory work in some branches and offices of the Government. You cannot help that. I can only speak from my own knowledge.

Q. You do not find any delay in the company's end of it?—A. I can say you will not find it in any branch of the State Department. It is my instructions, which I endeavour to follow, that things are dealt with in a business way throughout.

By the Chairman:

Q. In looking over this statement of your Department I notice one column giving the days' absence of the employees. Without mentioning any names I notice one employee is absent 7 months, another 62 days, another 29, another 19, another 56, another 52, and 27, etc. Probably no one explanation will apply to all the cases, but what is the general rule regarding leave of absence?—A. Take the man who was away 7 months—I will not mention his name at all—he underwent a very serious operation, and at the

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present time he has been in the Department 34 years. If he came and asked for it, he would be entitled to a year's leave of absence with pay.

Q. What is the general rule for leave of absence regarding sickness?—A. I cannot answer that. It is contained in the Civil Service Commission regulations.

Q. I do not mean the regulations, but in your department, what rule do you follow? If a man is ill he gets leave of absence until he is well, on pay?—A. He has to furnish a doctor's certificate, and that does not follow. The rules which are laid down in the Civil Service regulations are precisely followed in the department. Now that is all I can say.

Q. Could you say that many of these cases are cases of absence from sickness? Some are specified as sickness and others are not?—A. Unless they are specified for some other purpose, I think in every case it is for sickness.

Q. You notice this case; absent 62 days, 9 days on illness?—A. Yes. Mr. Birdwhistle, the Accountant of the Department, can answer precisely with respect to each of these. I cannot. I think I can give the explanation of that. The note here is that she is 9 days absent on account of influenza. She was 62 days absent, and my recollection is that the majority of that was on account of ill health due to other causes than influenza. She is not in good health, and she is absent a great deal on account of illness, although she is a most excellent typist. Here is another one who had an attack of illness and was absent 32 days.

Q. Here is a young lady 26 years old drawing \$730 a year, in the service two and one half years, absent 56 days, 18 days additional.—A. But she was not paid for this. They are not paid for these days they are absent like that.

Q. That is the temporary staff?—A. No, they are not paid.

Q. Or the permanent staff?—A. There is a difference in the regulation which I cannot point out to you, but a temporary employee I think was paid for three weeks illness during the year, and if it goes beyond that they are not paid. Now the members of the permanent staff are treated differently.

Mr. BIRDWHISTLE: They receive some compassionate allowance.

WITNESS: All I can say is that we follow the Civil Service regulations precisely.

By Mr. Charters:

Q. In case of such absence is the work not being done by the remaining members of the staff?—A. Yes, in all cases.

Q. You do not put on additional hands?—A. No, we do not. You see it may be that during the summer time, when there are often five or six or more away on statutory leave, we have perhaps one or two temporary clerks appointed to assist in the completion of all the work, but that is all.

Q. In that case of sickness to which you have referred, the work was carried on by the remaining members of the staff?—A. Yes.

By the Chairman:

Q. The main point is, is there any unnecessary absence? There is no exception taken to a person being absent when ill but are you troubled with employees absenting themselves when there may be doubt as to whether they are really ill or not?—A. I can say that I have often had suspicion of that, but I never found a case in the Department.

Q. You have not had confessions?—A. Not only that; I have made inquiries, but I have never been able to find any. Of course, what often happens is this: A number of clerks go away Christmas and Easter and other times like that, and they often beg for a day extra. If they perform their duties satisfactorily I let them take it without any question, because I have always taken the ground that when you treat clerks with a little consideration you get a little better work out of them.

[Mr. Thomas Mulvey.]

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Q. What surprises me is that we find in certain branches—I will not refer specially to your Department—almost every employee in the branch will have been off during the year on account of illness?—A. Yes.

Q. It would seem as though in a good many branches a great many employees are rather delicate in their health.—A. You see you are dealing with the past year, when there has been a good deal of illness, and I do not think this past year should be taken as typical.

Q. Of course, this statement specifies those who were absent on account of influenza.—A. Yes, I quite agree that influenza would cause much absence, not only on account of the sickness, but also on account of subsequent illness. This happens; illness in the family is often taken as a ground for leave. For instance, a man cannot be so faithful an attendant to the office when his wife is seriously ill as he would otherwise be; and it often happens that young girls in the Department, when their mother is ill have to stay at home and do household duties. Things like that have to be taken into consideration.

By Mr. Charters:

Q. Do you have any trouble with the members of your staff in reporting in the mornings?—A. We have very little trouble in that respect. They sign the book at nine o'clock. Their names are all beneath the line, those who come in after nine o'clock, and I have to get a personal explanation from each of them when they are late every day.

Q. You have not much cause of complaint?—A. Very little.

By Mr. Redman:

Q. They are docked if they are late, are they not? I know some other Departments dock them of a few days pay if they are absent five times in a month?—A. I have not had much trouble, except with one or two. It is a matter of giving them a talking to, to get them into shape. A lot of young girls go out dancing in the evenings, and sometimes they do not get in in time in the mornings, but that is about the extent of it.

By Mr. Sinclair:

Q. Have you in your Department any married women whose husbands are working in some other Departments?—A. Some time ago I said none, but I have since learned that there is one. She is on temporarily in the Press Censors Department. I did not discover until about ten days ago that she was married, but her husband is not in the service.

By Mr. Boys:

Q. Her husband is not in the Service? Mr. Sinclair referred to married women whose husbands are also in the Service?—A. We have none in the Department. There is only one married woman at the present time, and her husband is not in the Service. A few months ago, we had one woman who was married while in the Service and her husband went overseas; but she has retired from the service as soon as her husband returned.

Mr. Boys: There is no reason in the world why a married woman should not be in the Service. We are referring to married women whose husbands are also in the Service.

By Mr. Redman:

Q. How many returned soldiers have you in your Department now?—A. About four or five; I cannot tell you exactly at the moment but it is in the neighborhood of four or five. There are eleven members of the staff who went to the front. One died of influenza after he returned. There are about five now that are being carried on the pay-roll who are still away.

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Q. Have you any unmarried men who have been taken on since the war broke out, and who are not returned soldiers?—A. It would require a little investigation to answer that question, but I think I can say this, that since the war began no unmarried young man has been taken on unless he was held to be medically unfit. We have not taken on any excepting those, and I think there is only one that that applies to.

Mr. GEORGE J. DESBARATS, sworn.

By the Chairman:

Q. What is your position?—A. Deputy Minister of the Naval Service.

Q. How long have you been in that service?—A. I have been Deputy Minister of Naval Service since it was organized; I organized the Department in 1910.

Q. What position did you occupy before that?—A. I was Deputy Minister of the Department of Marine and Fisheries. I have been in the Government service more or less since 1879.

Q. Can you make a statement to the Committee regarding the organization of your Department enumerating the number of branches, and stating the supervision which you exercise as Deputy over the business of the various branches?—A. The Department practically is two separate Departments. There is the Department of Naval Service, and there is the Fisheries, which are really a totally different administration.

Q. Who has charge of the Fisheries?—A. I have.

By Mr. Redman:

Q. The Fisheries are not in the Department of Marine and Fisheries?—A. No, they are in the Department of Naval Service which seems an anomaly. I think they were transferred largely on personal grounds, because, while I was Deputy of Marine and Fisheries I was well acquainted with them, and it was found convenient to transfer them; so that the Department divides itself roughly at first into two large groups, the Naval group, and the Fisheries group. Each of these is divided into main branches. In the Naval Department proper, we have, besides the naval organization which comprises all the war organization, the enlisted men, the warships flying the White Ensign, and all the Departmental work connected with that part. It also embraces a certain number of technical administrations. It embraces the hydrographic survey, which has charge of the survey of the waters of Canada and the making of charts for navigation purposes; also the tidal survey which makes surveys of the tides and issues tide cables for the use of navigators; the wireless service, which superintends the operation of all wireless activities in Canada, which operates a system of wireless telegraphs up the Pacific coast, and from Hudson to the Pas, and superintends a system of Government wireless stations from the head of the Great Lakes to the Atlantic Ocean, which stations are not operated directly by the Department, but under contract by the Marconi Company. It also issues all the licenses to new operators or any shipping conduct examinations for the issue of these licenses, and the inspection of all ships coming into Canadian waters.

By the Chairman:

Q. You can tell us the number of branches in the Department?—A. There is the Fishery Protection Branch which covers the vessels engaged in the International Fishery Protection work and the Life Saving service which administers a number of life saving stations along the coasts of Canada and gives rewards to men and ships doing the life-saving at sea. That covers the Naval Service. In the Fisheries the Department is divided up into several branches, the license and inspection branch which looks after the fishery regulations, the Fish Hatcheries and the Statistical and Inspection branch. These are the main branches and each is subdivided for administration purposes.

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Q. Each branch is under the supervision of the head of the branch?—A. Each branch has a head of the branch who has a number of employees under him. In the inside service we also have a correspondence branch which handles the correspondence work for all the different branches.

Q. Under the head of the branch what divisions are there?—A. Varying very much with every branch. Practically every one of our branches has an outside service.

Q. We do not want anything about the outside, but only the inside service?—A. Under the head of the branch would come, depending upon the importance of the branch—if you are treating of the inside service only I could give you some other information. We have a large Purchasing and Stores Branch for the purchase of the supplies for the fleets and the overseas services which stores them and delivers them not only to our own service but also to a number of other services of the Government and largely to the Imperial ships visiting our ports and during the war this was a very large service. We have a correspondence branch which handles the general correspondence of the department and we have stenographers for the service generally. That is, that the stenographers of the department are not in a general way allotted to the special officers but there is a bureau in which these stenographers and typewriters are at work, so that you get away from the noise of the typewriters in the head office and it is done to spread the work among all these classes. A stenographer is not attached to one particular office, and when the stenographer is not occupied all day with the officer whose work he generally does, he is assigned to anyone else who requires his services, and in that way a far better efficiency is attained.

Q. Who is the next officer under the head of the branch?—A. Depending upon the size of the branch, there would be an assistant in most of the branches.

Q. Under him?—A. Under the head of the branch, and then there are subdivisions of the branch, according to the organization.

Q. Each officer in charge of any particular branch is responsible for the work done by his organization?—A. As you get down the scale the responsibility is very much less and the degree of responsibility is less. In large branches there is a large degree of responsibility.

Q. What supervision do you as deputy exercise over the general organization as far as the work is concerned?—A. My supervision is exercised in a general way. There is the head of the branch, the chief of the branch reports to me on his activities and submits all his proposals for work for approval.

Q. His methods of doing work?—A. His methods of doing work, his organization, his need for more employees, the changes that have to be made, the various activities that are authorized are all submitted to me for approval and the branch has to carry out the details.

Q. I have reference especially to the office work and the departmental work; how does the head of the branch supervise the methods of work carried on in his branch? Is he solely in control of that, and does he confer with you as to the best methods adopted in dealing with the work which is brought in the branch?—A. As to methods he would confer with me; as to any change any advisable method which should be brought in, any further subdivision of his branch he has the carrying out of it. I would not interfere unless there were some cause. But in every case the chief of the branch would carry out his work.

Q. In the methods employed in business offices there is no doubt there has been a great change in the methods pursued in carrying on the work in the last 20 years; has your department kept up-to-date in these methods?—A. Our department being a comparatively new department has been organized upon very up-to-date methods. When I had to organize the department, I had the advantage of starting fresh, it was under the Civil Service Commission, and the men appointed through the Civil Service Commission, the Minister took no hand in the appointment and as a result we have a very well balanced staff and an efficient staff. On the Naval end it is practically a staff of young men.

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Q. How many employees have you?—A. We have here in Ottawa about 300 employees just now.

Q. Both temporary and permanent?—A. Both temporary and permanent.

Q. How many temporary?—A. On the 12th of March we had 364 in Ottawa of whom 230 were temporary and 134 permanent. During the war our organization was very much larger than that. Since the 11th of December we have dropped a couple of hundred temporaries.

Q. How do you eliminate the temporaries—how do you get rid of them?—A. We tell them their services are no longer required, and we notify the Commission that we are dropping them.

By Mr. Douglas:

Q. You spoke about a Purchasing Branch what relation does that branch bear to the War Purchasing Commission?—A. The War Purchasing Commission do auditing work, they never do any purchasing work for us. Our purchasing department is, I think I may say, a fairly well organized branch and a very efficient one, and while we had to do all the work through the War Purchasing Board they did absolutely no purchasing. It would be easy for me to give some information of the method that we follow.

Q. Perhaps the members of the committee would like to hear it?—A. When any goods or articles are required the requisition is made in one of the branches, probably and possibly for regular naval supplies to Ottawa and a requisition is sent in. Tenders are then requested and the Purchasing Commission is informed that they have been called for. The tenders come in and a clerk comes down from the Purchasing Commission and opens the tenders with one of our officers; the tenders are classified, divided up and examined in our department and the samples which had been submitted may be analysed if necessary, and examined by the technical officer. And a decision is reached as to the tenders which should be accepted; that is approved by the Deputy Minister, and in the case of large purchases by the Minister, it goes to the Purchasing Commission for issue and approval. They do not do any of the actual work, but they ratify or approve it or may disprove of it. Practically they approve of it.

By Mr. Boys:

Q. You have very few elderly clerks in several branches of your Department?—A. We have quite a number in the Fisheries Department, which is an old branch.

Q. I do not see anyone over sixty-seven, and only one of that age, and one 65.—A. You are looking only at the Inside Service.

Q. All our remarks are in regard to the Inside Service?—A. We have very few.

Q. Would you venture an opinion on the question of superannuation?—A. I think the service is in great need of it.

Q. Do you think it better when a man reaches a certain age, whatever you consider proper, that he should be superannuated for the reasons which Mr. Mulvey gave?—A. Yes. I do not quite agree with Mr. Mulvey, and perhaps the best way would be to give you some examples. At the present moment we have an employee who is not in the Inside Service—he is in the Outside Service—who served for many years. About eight years ago he was incapable of doing his work. He could not be dismissed. It meant putting him on the street. He was given a nominal employment. He was blocking the position. You could not appoint another man to it. He was given a nominal employment.

Q. At the same salary of course?—A. No, in this case, it was a smaller salary, and since that time he has been drawing the small salary and doing nothing, and living quite happily. He is being employed under false pretenses, I may say. He is given a nominal employment.

Q. Your idea would be that you could treat them fairly in that way, and get greater efficiency, and save money for the country?—A. Greater efficiency, and greater

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encouragement in the service. It is a most discouraging thing for a man to have to do the work of a superior officer, an old man who is above him, who has the title of the position, who is supposed to do the work, and who is drawing the salary, for the young man under him to be doing the work with no prospect of getting that position and no credit for the work he is doing. It is a most discouraging position in the service.

Q. It is not putting it too strongly to say that you unhesitatingly favour superannuation?—A. Absolutely, but I would qualify it with a pension system. That is, that I would give the superannuation not only to the man who has failed in health and who has been all these years in the service, but I would provide in some way for his dependents. I think I would make it wider than the individual.

By the Chairman:

Q. From your knowledge of your own Department do you think that is necessary? Are the conditions in your Department such as to require the getting rid of a number of old employees?—A. The Department would certainly be benefited by the superannuation or the replacing of a certain number. As half of my Department is new, I have practically no men in that half but on the other side there are men who could be replaced.

By Mr. Boys:

Q. Do you require all the staff you have got to do the work?—A. We are very badly undermanned at the present time. During the rush of the war our work was increasing all the time, and we could not get the staff to keep pace with it. The staff was working after hours to a very large extent.

Q. I suppose naturally in your department the war affected you very greatly?—A. Yes.

Q. And in the Public Works Department it would be the reverse?—A. Yes.

Q. I was very much struck with what you said as to your system of utilizing a stenographer. You apparently have a relieving staff?—A. Well, it would have the same effect.

Q. Only it would be a relieving staff within the Department rather than a relieving staff for the whole service?—A. Yes.

Q. You think operating the way you do will lead to efficiency and keep your clerks employed?—A. Undoubtedly.

Q. It would be preferable to have a relieving staff on which any department could call?—A. You can do both, but what happened if a stenographer is attached to one particular officer? That officer may be very busy for days and then for one or two days never dictate a letter, and the stenographer will sit with her hands crossed before her and will do nothing, whereas if she is in one room with a large number of stenographers she will not be allowed to do that.

Q. I absolutely concur in what you state, and I think it is a wise way of utilizing the help, but I was trying to get you to say if you think the idea we are discussing could be worked out satisfactorily that way, as distinguished from a relieving staff for the whole service?—A. I think the two have a different object. The staff as we have it arranged takes care of the regular work, and while there may be a little less pressure in one branch one day there is a little extra pressure in the other branch. That is regular work. From time to time there is great pressure, a large amount of work comes in and temporary help is necessary. Then we get that temporary help in. It is a regular thing. From time to time we have to do that. We get that temporary help in, and it is, as a rule, not very efficient, because the efficient help is employed permanently, and the floating help which is available at any time, is not very efficient. The staff which would be a relieving staff might be of advantage in that way, but there would be this drawback, that if any employee felt that he was being employed in the Department so long during a rush and so soon as that rush was over, he could go back

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to the relieving staff and sit down and do nothing, there might be an incentive not to stay in that department very long, but to go back on the relieving staff where he could sit around. There might be a drawback to that.

Q. Don't you have the same thing in the department if you keep the department staff sufficiently manned to take care of the peak load? There must surely be many hours of each week-end where some of these girls would have to sit around and do nothing?—A. We do not do that. We have got our nose to the grindstone.

Q. We will have to wait for one or two of the other departments to deal with that?—A. Yes.

By the Chairman:

Q. All the precautions are taken to avoid idling in the Department?—A. That must necessarily depend on the chiefs of the various branches, and they are fairly active.

Q. But without going into that the work comes into your office, and practically all the work goes to the Deputy, does it not?—A. Oh, no. The Department is so large that there is a large amount of correspondence and work which may never get to him.

Q. The general work isn't distributed through any one channel?—A. Yes, all the correspondence. The correspondence comes in in the morning—

Q. I mean the work for the Department—not the correspondence?—A. The correspondence means the work. Reports from outside offices lead to most of the work in our department. The correspondence from outside parties or the correspondence report from branches come into the office, two clerks attend an hour before the Department opens and open all the correspondence, and distribute it roughly into groups. It is then distributed, put on the file to which it refers, and handed over to the various branches for action. If the action is of a routine nature, it is taken care of by that branch.

Q. Suppose to-day there is a great deal of correspondence requiring work at a certain branch, and very little at another branch what is likely to be the result in that branch to which very little work has been assigned?—A. Well, the work may not come in to-day, it may have come in yesterday, and there is a large amount of work going through the branch continually.

Q. So that you find as a rule each branch has sufficient work to keep them occupied?—A. Yes, they have always work ahead of them.

Q. I notice in looking over your list, a good deal of leave of absence which is not specified as being due to sickness.—A. It is practically all sick-leave. There is very little special leave given in the Department. Any leave of that kind is frowned on, and there is very little of it.

Q. I think we require some medical assistance in some of these Departments then. It seems rather remarkable. For instance, here on this page I find that only one out of fourteen was on duty without leave of absence.—A. Which branch?

Q. The Records Branch.—A. We had a very bad epidemic of influenza last fall, and an Order in Council was passed giving leave of absence to all employees who were afflicted with influenza. If an employee got a medical certificate that he or she was suffering from influenza, leave of absence was granted. Up to last fall leave of absence was in the hands of the Deputy, and little was given. Since that time, it has been under the rules of the Civil Service Commission, and that leads to a few more requests for special leave, because under those rules, a certain amount of special leave may be given. There is very little of it given. There must be a good reason, and it must be for a very few days.

Q. Under the present regulations I understand that an employee can be absent six days without a doctor's certificate. Do you think that that is taken advantage of?—A. No, if there is any doubt, we ask for a certificate. You can always tell. If an employee is working overtime, as a great many of them do in our Department regularly, and is absent for a day, it is not unreasonable to grant it.

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Q. Do you have reports made as to the number who work overtime.—A. No. In some branches during the war we had a regular system of reporting all overtime, and there was a very large amount of it. In the Accountants Branch during the war they were working until six o'clock every day and on three days in the week up to eleven o'clock.

Q. Do your reports show which employees are working overtime, and which are not?—A. No, it runs by branches, and it was evened up. If one was on overtime one day, the next one had to be on overtime the next day.

Q. Does that not work injustice to the employee who does not wish to give overtime, to the willing servant?—A. It was not a case of being willing; it was a case of having to. It was divided up, and each one had to take his turn.

By Mr. Charters:

Q. You do not pay for overtime?—A. No, and that has been a cause of complaint in branches where overtime had to be worked.

By the Chairman:

Q. I have been told that it frequently occurs that in a branch there may be two or three rather unwilling employees not anxious to work. That of course, necessitates that other employees will be doing part of their work. Have any matters of that kind been brought to your attention in your Department?—A. Oh, yes, we drop them.

Q. How do you drop them?—A. We have such a large proportion of temporary employees; it has occurred largely amongst them.

Q. Suppose they are permanent employees?—A. That is a more difficult case to deal with, if he is an old permanent employee. If he is a new permanent employee who is not doing his work, there is no difficulty in dropping him, if we notify the Commission that they are not satisfactory, and that we do not wish to keep them.

Q. Does that mean he is dismissed from the service?—A. Yes.

Q. Or is he simply transferred to some other branch.—A. He is dismissed. I have frequently had cases where a man did not get along in one branch, and we have transferred him to another branch. It may be that he was not getting along with his chief. There may be some reasons, and before dropping a man who has been with us for some time, we would give him one or two chances. If he did not make good, he had to go. I had one case this year which was a fairly bad one, a man who had been six or seven years in the department. He was not doing his work, he was not useful, and while it was quite a struggle, we got rid of him. When you get rid of a man in a Department in that way, it wakes up the whole Department. If a man knows he runs the chance of being dismissed, he is not going to slur his work.

By Mr. Redman:

Q. In running over the lists relating to the number of days of illness, I find that the average illness is greater than it would be in an ordinary business concern. Do you think I am right in that conclusion?—A. I think that for this year you are right. There is a further reason in our Department. We had a bad breakdown in two of our branches due to overwork undoubtedly, the strain of the war work and the extra hours. I think it was our accountant's branch that broke down completely, and we had to ease up.

Q. Leaving out these particular causes, do you think that there is more leave of absence for illness in your Department than there would be in an ordinary business concern.—A. There is a little more. The rules which the Civil Service Commission have put in undoubtedly allow for easier leave of absence than would be given in an ordinary business concern.

Q. Do you think that possibly the rest they get in that way would tend to greater efficiency, or do you think you get less efficiency than would be reasonable on

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account of that leave of absence?—A. There is a risk of getting less service. The trouble is that a rule of that kind, if you attempt to lay down definite rules as to the amount of leave of absence that may be given, that leave of absence will be given.

Q. As a matter of right?—A. Yes, and since that rule has been put in our leave of absence has increased.

Q. You are referring to rules 36 and 37 of the regulations?—A. Yes.

By the Chairman:

Q. That would mean, would it not, that the employees are taking advantage of the privileges given under the regulations?—A. Well, I would not like to say that.

Mr. REDMAN: I suppose anybody would?

WITNESS: If an employee feels that his absence is going to lessen his pay, as was generally the case before these rules were put in, he might not be very well, and still come to the office. If under these rules he gets a certificate from a doctor that he is not well, he may stay away, and it certainly leads to absence that might be avoided.

By the Chairman:

Q. Would not their doing that make them less interested in their work and put a sort of slackness into them?—A. I have not been troubled with that in the office, but there is a tendency undoubtedly to it.

By the Chairman:

Q. I think that must be right because I cannot understand why in a department or in a branch with normally healthy employees there should be so much absence as reported in this statement; in some of the branches practically every employee has been absent more or less in the year?—A. Well, if you have a large number of women employees you will have a large number of absentees.

Q. The Civil Service must be destructive to the health of women in such case—A. You will always have a certain amount of illness from which you cannot get away.

Q. There will be a certain amount from which you cannot get away, but the question is how much of that is necessary? No person will object to any employee being allowed leave on account of illness, or on account of the regular holidays, but it is the absence which results from other causes to which I am referring.—A. It is very difficult to say what is the cause sometimes.

Q. But the point is what efforts are made in the department to try and limit that?—A. Leaves of absence are always closely scrutinized.

Q. But an employee is allowed to be absent for six days without any reason being given, I understand.—A. That is the regulation, but it is not the practice. It is not without any reason being given.

Q. Without a medical certificate?—A. Without a medical certificate, but any employee that is absent more than two days with us must give a certificate.

By Mr. Redman:

Q. You lay the blame for that on the regulation, don't you?—A. No.

Q. But largely?—A. No, I am not disposed to do that. I think our department has special reasons—

Q. But I mean in a general way would you recommend any changes in these regulations that are now in force?—A. Well, I am not prepared to; I have not looked into it. Before the regulations it went the other way; they were not necessarily hard, but resulted possibly in running a little too far the other way.

Q. Supposing there were no regulations at all, and you left it to the Deputy Minister to deal with absence?—A. The trouble of that is the inequality of treatment you would get in the different departments. That is what happened before. Some departments were notoriously slack and some people were allowed off on some slight reason.

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Q. You would know where to go to cure the trouble in that case?—A. Not necessarily so, you might not. Comparisons are being drawn between the departments and it is said in such and such department you get better treatment, you can be off if you have very slight reason, whereas in another office the Deputy Minister is too strict entirely and does not give proper latitude to his employees. That is what caused the Commission, I have no doubt, to lay down definite rules. It is a very difficult thing to do and not leave the door open to abuse.

Q. I think definite rules are not wise under those circumstances?—A. Well, if you do not have definite rules you will have different practices in different departments and that creates unrest.

Q. And resentment against the deputy heads?—A. Yes.

By the Chairman:

Q. Can you give the Committee information in regard to one or two of these cases (producing statement)? This employee has been absent 43 days, and there is no information given why he is absent.—A. There were two reasons, he had an attack of influenza in the fall and then he broke down in the spring; he was doing overwork and broke down and was absent for a few days.

Q. Here is another case, absent 54 days—A. This is the case of a man who is delicate and had no health, and went overseas, came back again and worked a bit, and went overseas again; I do not think he did very much, but he came back again and is in the department, he is a delicate man and is not giving the service he ought to. There is another one there with a large amount of absence I think.

Q. 211½ days, a man drawing \$2,000 salary; that is a great loss to the country?—A. Absolutely; he is a man that ought to be superannuated, he is of no use to the department and could be superannuated.

Q. Why?—A. Because he is not in good health.

Q. And is only 51 years of age?—A. Only 51 years, he is in a decline and will never be of any use.

Q. Tubercular?—A. Tubercular.

Q. Is he in the office?—A. No.

Q. He is not attending the office at all and is drawing \$2,000 and absent from the office.—A. He was on leave of absence for a time and, during this period he was on leave without pay.

Q. No person can object to that. Here is another case, a female, 28 years of age, absent 142 days?—A. Yes, she had a serious operation and is laid up in the hospital.

Q. It is unfortunate that this record doesn't specify all cases of illness. It mentions it in some cases but not in others—A. Yes. You see a man there who got 36 days absence, he is a man who almost ought to be superannuated. He is very delicate.

Q. 34 years of age?—A. Yes.

Q. Tubercular?—A. No, but he has a permanent illness.

By Mr. Redman:

Q. Superannuation is hardly the word, it is not the question of years, it is a question of physical condition—A. Yes, he is still doing good work, he is a good man but once in a while he gets gallstones and every once in a while he is laid up for an operation. When he is not in the hospital he does good work and is a faithful employee.

By the Chairman:

Q. You do not mean that he undergoes an operation each time he lays up?—A. Well, of course, he cannot take many operations in the course of 36 days.

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Q. As a rule a man does not undergo more than one operation for gallstones.—A. He has had three, I think, I know he has had several.

Witness discharged.

Committee adjourned.

TUESDAY, May 27, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

J. H. GRISDALE, SWORN:

By the Chairman:

Q. What is your position?—A. Deputy Minister of Agriculture.

Q. How long have you held that position?—A. About a week.

Q. Prior to that?—A. For about eleven months I have been acting Deputy Minister of Agriculture, and also Director of Experimental Farms, being assisted in the latter capacity by E. S. Archibald, who has been the acting director.

Q. Prior to that?—A. I was Director of Experimental Farms from April, 1911, and prior to that, from 1st February, 1899, until that date, I was Agriculturist at the Experimental Farms.

By Mr. Mowat:

Q. Will you please tell us the different branches in your department?—A. The Experimental Farms, the Live Stock Branch, the Health of Animals and the Inspection of Meats, and so on; the Branch of Etymology, the Branch of Dairying, and Seed Commissioner's Branch, the Publicity Branch, and there is a branch of which Mr. Doherty is in charge, the Foreign Branch, which has to do with the Board at Rome that has charge of all the statistics of the world.

Q. There is also the Quarantine Branch and the Patents?—A. That all comes under the health of animals.

Q. I mean the quarantine of persons?—A. We have nothing to do with that. We used to, but that was taken out of our department last year.

By Mr. Boys:

Q. That will be under the Department of Colonization and Immigration?—A. Yes.

By Mr. Mowat:

Q. Have you given us the complete list?—A. I think that it is the complete list. There is the Fruit Commissioner's Branch, too.

Q. The object of this committee, as perhaps you know, is to make a survey and give information to Parliament by way of assisting in the work of the Civil Service Commission. We are not antagonistic. I would like to know if, generally speaking, your experience has led you to approve of the Civil Service Act of last year, and if not, why not?—A. That is rather a broad question.

Q. It is broad, but perhaps you can answer it in your own way?—A. The Civil Service Act of last year and the preceding Civil Service Act seem to be so mixed up at present that I really have not been able to tell exactly where we are at under the one or the other. The Act of last year seems to apply to certain conditions, for instance the matter of holidays, sick leave, and that sort of thing; but it does not seem to apply in the making of appointments. So I would not like to say which Act we are under. The Civil Service Act of last year, it has been explained to me, will not be wholly in effect until the reclassification is brought down, which I understand is to be next week. I will explain what I mean. We have asked for several promotions

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under the new Civil Service Act, and we were unable to get them because they said the new Civil Service Act is not in effect.

Q. Not until reclassification?—A. Until reclassification. They have made certain promotions under the old Act, so I cannot really tell you exactly where we are at. We are working under the old Act, according to the Civil Service Commission, so far as promotions are concerned at least.

By the Chairman:

Q. As a matter of fact, you are not called upon to be familiar with the working out of the Civil Service Act?—A. Only in a way; the determining as to what Act shall apply in certain cases is not in my field at all. I have just to take what they give me. They have made very elaborate regulations, which I suppose you have seen, and these regulations are not always working out satisfactorily. Any appointments that we have asked for, and that have been made for us, I presume under the new Act, seem to be going through fairly satisfactorily. There does not seem to be any precedent established yet for any particular thing, and the interpretation of certain clauses seems to vary slightly from time to time. But I presume that that will pass as time goes on and they get into the way of interpreting them along one line.

Mr. BOYS: Mr. Todd informs me that the schedule of salaries and promotions are not effective until the Commission has had the new classification. As to new appointments they have jurisdiction.

The CLERK: They are still making promotions, and the old classification and schedules of salaries still apply to those who were appointed prior to the Act of 1918. New appointments are made under the Act of last year, but the classification under that Act will only apply to the whole of the Inside Service after it has been reorganized under section 9 of the Act.

By Mr. Mowat:

Q. Have you had occasion to apply for the appointment of clerks in your Department?—A. Oh yes.

Q. Has there been any delay in their appointment or in supplying you with them?—A. We have had occasion to apply for a good many clerks of one kind and another. I cannot say that there has been any justifiable delay; sometimes there has been delay. For some time I have been asking for a dual language clerk, stenographer and typist. I have not managed to get him yet. They have sent over several, but they have been absolutely incapable.

Q. How long have you been asking for that?—A. Probably nine months.

Q. It is not filled yet?—A. No, not satisfactorily.

Q. Are you consulted as to the salary to be paid?—A. In the case of temporary clerks we are, yes.

Q. You ought to know, and you think you know what is a probable adequate salary?—A. Well, that is another rather difficult question. What is an adequate salary is not always a permissible salary.

Q. If you suggested too low a salary for a dual language clerk the result would be that we would not get one?—A. We did not put any limitations on the salary.

Q. Have you got any clerks in your Department who have passed their usefulness on account of age or illness?—A. Yes, I think we have.

Q. What is your method of dealing with that class of people?

The CHAIRMAN: Would it be of interest to the committee to take each branch separately and have a statement from Mr. Grisdale?

Mr. MOWAT: Yes. Since the Superannuation Act ceased to be in effect in 1897 trouble has arisen, we are told, in regard to old employees, who depend upon their salary for subsistence, remaining on, although their usefulness is gone, and no man at the head of the department with any humanity about him cares to dismiss them. What is your method and what do you suggest?

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WITNESS: Well, I could not say that I have any method, because I have not felt that I was in any position to exercise any jurisdiction along that line, on account of being Acting Deputy till last week. I may say that previous to my taking office as Acting Deputy a report had been sent in asking for the dismissal or superannuation, or getting rid in some way or other, of a number of clerks. That list so far has been considered private. Whether I should read it here or not is a question.

Mr. MOWAT: What do think we ought to do about that, Mr. Chairman?

The CHAIRMAN: We could scarcely ask Mr. Grisdale to read that report, but perhaps we can get the evidence in our own way.

Mr. MOWAT: Perhaps he can give it without the names.

WITNESS: I can give you the cases without any names. One is the case of a man in one of the branches who was appointed politically some years ago—that is to say at the request of a very influential member of Parliament—whose duties or whose work proved quite useless, and he has been with us now for probably ten years, around there, and he is absolutely useless in the department to-day.

By Mr. Mowat:

Q. Does he attend the office?—A. Yes, most of the time.

Q. About what is his age?—A. I should say he must be about 55.

By Mr. Charters:

Q. Why is he useless?—A. Well, there are many ways in which a man can be useless. He is incapable, he is a dreamer and a talker without any ability to perform. He is not a clerk. You cannot put him down to do stenographic work or the clerk work of any kind, because he has no ability along that line. He was put in in a special capacity to perform special duties, and he proved himself quite incapable in that connection, and in fact was practically useless. They do make use of him once in a while to make some compilations, but he does it in a poor way.

Q. Is his health all right?—A. Yes, apparently.

By Mr. Mowat:

Q. In which particular branch is he?—A. This is supposed to be private.

Q. You can guard yourself, we do not want to press it?—A. He is 56 years of age.

By Mr. Charters:

Q. Has he been there ten years?—A. He has been there 12 years.

By Mr. Boys:

Q. You would not suggest his age would be any impediment?—A. I remember very well when he was appointed, and I was astounded that he was appointed.

Q. I understand that age has nothing to do with that case, because you do not suggest a man 55 or 56 years of age is too old to be useful?—A. He is in good vigorous health.

Q. The trouble is that he has not the knowledge for the office he took?—A. Yes, and he is a very peculiar character, and temperamental, and he cannot do anything you ask him to do—cannot do it satisfactorily, anyway.

By Mr. Mowat:

Q. What is his salary?—A. \$1,600.

Mr. BOYS: He should be writing poetry.

The CHAIRMAN: Perhaps it would be better to take each branch and take the information on each branch.

Mr. BOYS: If we are going to take up each individual case in every branch we are going to be here for a year.

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WITNESS: There are only four more cases.

Mr. BOYS: It seems to me we should find out from the Deputy what is to be done with people that are incapable, from age or otherwise, and not deal with each case.

WITNESS: All the other cases are on account of age. There are four more and they are all incapable on account of old age.

By Mr. Mowat:

Q. Male or female?—A. Two females and two males.

Q. Do all these attend at the office?—A. One of them is very frequently absent, practically absent nearly all the time.

Q. On account of illness?—A. Yes; the rest are there.

Q. Have you come to a conclusion as to what you think ought to be done in these cases?—A. I think they ought to be superannuated in some way or other, because they have an injurious effect, because the other clerks would see these people either absent or doing very little, and drawing their regular pay, and it has the effect of making the rest of the staff feel that, "Oh well, whether we work or not, we get our pay."

Q. It affects the general morale of the Department?—A. Yes.

By Mr. Long:

Q. You would not extend the scope of superannuation to cover such cases as these to which you have referred, where a man is only 55 years of age?—A. Oh, no.

Q. That should be handled on an entirely different line?—A. Yes. There was a proposition put as to how each of these should be dealt with. It did not deal with the individuals, but it dealt with the matter in a general way, and I think there was an order passed, but it never came into effect. If the order was not passed it certainly was sent down but never put into effect. That was before my time.

By Mr. Boys:

Q. I take it from what you say that so far as the older ones are concerned you favour superannuation?—A. Yes.

Q. As far as the clerks who are not in that class as to age, but who are incapable for some other reason, what do you think should be done?—A. I think they might be given some slight consideration and asked to seek a livelihood elsewhere.

By Mr. Charters:

Q. Why give them any consideration?—A. Take the case of this man 56 years old, he has been 12 years there, and a good many people would say that he had spent the best part of the latter years of his life in the department and when any one of that age is discharged there might be some sympathy expressed, and therefore some consideration should be given, but I would not say that it ought to be very heavy.

Q. You think he should not be removed without some consideration being given?—A. No.

Q. Have you any more of that class anyway?—A. We have some men who are wrongly classified, and I presume reclassification will be effective as far as what may happen in the future is concerned, but the Act says that the man who is drawing a salary of \$1,000 and doing the same work as the clerk who is getting \$800 will keep on drawing that salary as long as he is in the service. We have some cases like that, but not quite so bad as the illustration I have just given; but here is a case, we have one or two clerks drawing \$1,000 or \$2,000 who are doing the same work as other clerks drawing \$600 or \$700.

By Mr. Boys:

Q. Must not that always be the case to a certain extent as long as you have annual increases?—A. No, because the increases just go up to a certain point and stop, accord-

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ing to classification. But this man, by one means or another, the one I have referred to, has been in the service a long time and has managed to get up to the classification which he now holds, although he is still doing clerical work.

Q. Take the class from \$2,100 to \$2,800, a man has been in the service for a number of years and he has risen to \$2,800.—A. He does not get that—

Q. But if he is once put in the \$2,100 class he goes on until he gets up to \$2,800.—A. But he would not be put on the \$2,100 class under this law unless he had certain qualifications.

Q. But supposing he has got there, the increases continue I think until he reaches \$2,800?—A. Yes.

Q. And there he stays?—A. Yes.

Q. Another clerk who is appointed to that class, he gets \$2,100, he may be a capable clerk, possibly, but he will still have to go in at \$2,100 with the annual increases, but the other one who was longer in the service gets \$2,800; you cannot get rid of that, can you?—A. Not in any way that I know of.

Q. It seems to me you will always have the situation that there will be certain men doing the same work, one with larger salary than others to the length of service.—A. Oh yes, according to the old Act, and in the new Act the same principle is endorsed and approved; increase in salary according to length of service, you cannot get the classes without having certain inequalities.

Q. I appreciate that, there will always be the difference between the highest and the lowest in that class.—A. In any class.

By the Chairman:

Q. You have recently become Deputy Head of your department?—A. I am the youngest Deputy Head in the service.

Q. It would be interesting to the committee to know, it is not a personal matter at all, what you did when you became Deputy Head, in order to get familiar with the work of the different branches so far as the efficiency of the men in the different branches is concerned? We assume that the new Deputy would make himself acquainted with the business and the working of the staff and ascertain whether he had twice too many officials on the staff, or only half enough, and so on.—A. I became Acting Deputy under rather peculiar circumstances. I have been in the service many years, I am in my 21st year now, and being at the head of the Experimental Farm Branch I think I may say that I was in close touch with all the other branches of the service, and I suppose I knew the Chiefs, I think I knew every one of them, in every branch of the department. When it comes to the subordinate clerks, the typewriters, I knew some of them as well, so that when I became Deputy Minister I did not have any trouble at all in that regard, I just went ahead and having got acquainted with them beforehand, I was able to offer a good many suggestions. Of course in some branches I did not have the same intimate knowledge as I had of others.

Q. Have you satisfied yourself that all the clerks you have are necessary?—A. Yes, I think I have, with the exception that there are some clerks not so efficient as others, probably, but when a clerk is not as efficient as I would like him to be even if I do not consider him absolutely necessary, it is pretty hard in such cases to draw the line, and to determine whether the clerk should be disposed of because of inefficiency or whether he should be retained. There are always a number of clerks who are very much more efficient than others in the same grade, and there are always a few clerks that are rather inefficient, but it is pretty hard to discharge a clerk because he doesn't quite measure to the standard.

Q. Especially if he be on the permanent staff?—A. Yes. We have two or three men on the staff now we would like to discharge but it would put an odium on any one who recommended the discharge of some of them. The Deputy could hardly recommend

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that a man be discharged, that is up to the head of the branch; he could hardly recommend the discharge unless the official affected by his recommendation were one of his immediate staff.

Q. Why could you not as Deputy recommend the discharge of any member of the staff, you are in charge of that department?—A. Yes.

Q. And supposing you have a clerk that is not what you want, why could you not or why should you not take whatever step may be necessary to secure relief under those conditions?—A. I could not do it very well myself and I say that because of the usual practice that has been followed for many years. When the services of a certain person are not required, or when it may be desired to discharge that person the usual practice is for the immediate chief to say that for certain reasons the official in question is not longer required; then that recommendation goes to the next highest person in authority and finally to the Deputy Minister. Of course if it is the head of a branch whose services are being dispensed with the Deputy Head is the next highest in authority and therefore he is the one who should ask for the discharge.

Q. Supposing you were running this department as a business man according to business methods and you knew of a situation such as you have just described you would mighty soon try a way of getting relief, would you not?—A. Oh of course, but the department cannot be run on those lines.

Q. Why should not the business of the country be run the same way as an ordinary business?—A. I cannot, it is a different question, altogether, I have no power, I cannot fire anybody.

Q. Why shouldn't you have jurisdiction?—A. I have no control. If I wish to recommend the discharge of a certain clerk, we will say for reason, that he is troublesome and unsatisfactory the chances are I will have to run the gauntlet of the country press, criticism in Parliament and criticism of his friends and I will have to stand the opprobrium of having fired that man because I was spiteful. That is the situation, as it is now, there are several instances that I have been considering, two or three of them.

Q. What is your policy with regard to getting rid of an official whose services you do not desire to retain?—A. Apply to the Commission and give all the reasons you can for asking for his dismissal. They will consider the matter and give you their judgment.

Q. In your department, how many employees do you have whose services could be dispensed with in the interests of the department?—A. There are not very many, probably three or four.

Q. But you have not gone through the different branches carefully?—A. I should not say that, I should say three or four men I am acquainted with. There might be some that I do not know of.

Q. These are cases that have been brought to your attention?—A. I know them. There may be a stenographer or a clerk; I am not in a position to judge as to the efficiency of every stenographer.

Q. You have not made any special investigation as to the efficiency of your department?—A. Not of all the subordinates.

Q. These you have mentioned are cases that you know of without any special investigation, but there might possibly be some others?—A. These I know. I know the chiefs of branches and their assistants, and in most cases I know of the next class. To illustrate what I mean: I know the director of experimental farms—that was myself until a few days ago; I know the chiefs of branches like Mr. Archibald, Dr. Shutt, Dr. Saunders and so on, and I know all their assistants, and in many cases I know the subordinates below them, that is four classes down. That leaves only the stenographers, the subordinate clerks and the messengers that I do not know. When it comes to stenographers, we have not very much trouble, because if a stenographer is not very satisfactory, the officer for whom he works soon tires of him, makes complaint, and he is transferred.

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Q. In the case of an employee in one of these branches who is not very satisfactory, how would that fact come to your knowledge; through the head branch?—A. You mean a subordinate, a stenographer?

Q. Yes.—A. It would come from the branch. It might come indirectly otherwise. Since I know all these men, and meet them, they are apt to tell me their troubles.

Q. It would rest pretty largely with the head of the branch?—A. I would not act until he came to me directly. Supposing that one man said that one of the stenographers was no good, I would say to him, "I am very sorry to hear it," but I would not take any action. That would come through the head of the branch.

Q. I do not know that I have made my point clear. Would you have any means of knowing whether a subordinate employee was efficient or inefficient except through the head of the branch, or perhaps by gossip?—A. No, I would have to get a letter revealing the condition. I would not have anything of that. I have visited the branches a few times since I became director, but even going through and getting the names of the clerks and seeing them at work does not give you very much information. I suppose they are all on their good behaviour at that time.

By Mr. Boys:

Q. Have you any suggestion to make as to improving the situation we are discussing? What recommendation could you give to this committee that would get rid of what does seem to be undesirable from what you say?—A. I see objections to the deputies being allowed to discharge people; there might be cases of spite.

Q. Then why not secure more protection against that? In the main, of course, the deputies could be trusted to do what is right?—A. I think so.

Q. I would think so. Then to guard against individual cases of spite, might there not be the right of appeal to somebody?

Mr. MOWAT: There is now.

By Mr. Boys:

Q. But the Deputy does not discharge at all. It starts practically with the Superintendent or Chief Clerk and travels through one or two grades, and finally reaches the Deputy; he in turn makes a recommendation to the Civil Service Commission, and they have to go through it.—A. I may say that the Civil Service Commission hesitates just as much as the Deputy would about incurring the opprobrium of discharging a clerk.

By Mr. Mowat:

Q. I am very much surprised to hear that; you say that?—A. I think so. Of course, the Deputy or Clerk that recommended the discharge is the one that would get the worst of it.

Q. Our idea was that the Civil Service Commission would be absolutely just, but at the same time absolutely indifferent to public opinion.—A. I think they are human beings. I do not say that without reason, without having had experience.

By Mr. Boys:

Q. Would you get protection by giving the right to the Deputy with an appeal to the Minister?—A. I do not believe the Minister would want it.

Q. Then would you suggest that authority be given to the Deputy with an appeal to the Commission?—A. Yes, that would be much better.

Q. With your years of experience and your knowledge, you have described, perhaps not a very extensive state of affairs, nevertheless a situation which, if we want a business administration, should be rectified.—A. Yes.

Q. We want, if we can, to make a recommendation which will improve the situation. With all your knowledge and experience before you, are you not able to give us a practical suggestion which would be fair and workable?—A. It is a pretty difficult situation.

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Q. I cannot see why. I can appreciate perhaps what is in your mind. You speak perhaps with a certain delicacy of feeling. If that is what you mean, I can appreciate that; but that there should be any difficulty in making a practical suggestion to relieve the situation, I cannot appreciate.—A. I will just tell you why it is a difficult situation. The public service and private service are two entirely different things. The public service is looked upon—you may say it ought to be otherwise or not as you like—but it is looked upon as a service where there should be a good deal of charity in dealing with those people, and where the amount of labour required from an employee is not as great as in outside service, and any one who has secured a position in the Civil Service is looked upon as having a place for life.

Q. A resting place for life?—A. A resting place for their lives, and to disturb such a dream, or such a feeling on the part of the Service antagonizes a great many of them, and not only antagonizes them but my experience is that it disturbs the equanimity of all newspaper men who are not particularly in favour of the Department or Minister and are not particular friends of the chiefs who have made the recommendation, because it has got to go back to them; and the lack of desire to awaken such an uproar as is sure to follow is very certain to destroy any effort along the line you suggest. Of course, if you say, "John Smith is ill" there is no question about it, but if you say, "John Smith is inefficient," that is another question. You may be asked, "How is he inefficient?" "Well, he does not do his work well." "Why don't you make him do it?" "Oh, you cannot." "Oh, that is no excuse," and you are up against a situation where it is almost impossible to justify yourself in the eyes of a very large percentage of the public with whom you have to live, and who look to you as the arbiter of the destinies and fates of these poor devils. That is the situation as I see it. I appreciate the difficulty, because if I could do so, I would fire two or three to-morrow, but I cannot do it. In the first place, it would have to go through the Commission.

Q. That is why I was asking you the question. I can appreciate that the method adopted now is troublesome?—A. I should say it was.

Q. You need a method which will not be so troublesome. Can you suggest anything better than the one I mention, that authority should be given to a deputy, with an appeal to the Commission?—A. Here is a method sometimes followed; I have seen it followed very effectively. A man is called in, not necessarily to the deputy, but to some superior officer, and that officer says, "Now, Jones, your services are not very satisfactory. You know you have done a number of things wrongly, and really I think we will have to let you go. Don't you think you had better resign? We will give you two or three months." On several occasions Jones has resigned. That is the most peaceable way of settling the thing that I know of, and it is the most effective, but in some cases that will not work, because the man who has to retire, while he might think that he is worthy of retirement, will not admit it, and he is ready to fight rather than retire, because he does not see much future anyway. Then you are up against it for fair.

By Mr. Mowat:

Q. Now that he has lost what you call pull?—A. He has lost pull with the member of Parliament. A member of Parliament cannot come along and influence people, but he has not lost pull with the newspapers, nor with the multitude of friends with whom he may come in contact.

Q. Ottawa newspapers?—A. Not only his friends but your enemies. Every man has some people who are not friendly to him, may not be absolutely antagonistic, but we are very prone to give a fellow a kick if we are not particularly friendly to him, or slightly the other way. He is very sure to know more or less of your connection, and to make use of that. I have seen cases of it.

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Q. That may be personally disagreeable to the deputy, but there is nothing that you know yourself that would interfere with him doing his work in administering the department?—A. With the deputy doing his work—no, I do not think there is.

By Mr. Charters:

Q. Then the result is that the service is to a certain extent inefficient because of the disinclination of the heads of the department to report the men who are inefficient and have them dismissed?—A. There is no doubt about that.

Q. Is there not more danger of greater reflection upon the heads of the departments on account of the inefficiency than there would be on account of any campaign carried on by the newspapers and others against them because of their having made dismissals?—A. There might be in the long run, but the immediate danger is apt to strike a man as the first thing to be considered. I want to say this, gentlemen: in the Department of Agriculture, as I said, there are three or four that I think we ought to get rid of, and there are four or five that ought to be superannuated, or got rid of, for some reason or other, and apart from that I do not think that we have any person that we want to get rid of. In such a large staff as we have, a great many hundreds, that is not a bad proportion. The proportion is very small.

By the Chairman:

Q. In the accountants' branch there are fourteen permanent employees and two temporary. Are you quite sure that every one of these employees is necessary in order to carry on the work? Has any effort been made to ascertain if there are any unnecessary employees?—A. I do not think there are any unnecessary employees in that branch. I am closely in touch with that branch. It is right next door. I go in there at all times, unexpectedly, and you break right into the room where there are ten or eleven of them, and I have never seen any loitering or dilly-dallying around that branch.

Q. It seems like a large staff. Of course we are not familiar with the work they are doing?—A. They have something like five million dollars to handle, and the accounts are very numerous and very varied in their character, and require a great deal of auditing and working up, and so on, and that branch is pretty good.

Q. As to the days of absence recorded last year, practically every one in that branch was absent more or less, with the exception of one?—A. Yes.

Q. Thirty-four and a half days, thirty-eight and a half days, sixty days, seventy, twenty, twenty-three and a half days, and one six months and three days. That may have been special leave?—A. That is the one I told you about. We have already mentioned her.

By Mr. Mowat:

Q. That is the old lady?—A. Yes.

By Mr. Boys:

Q. I suppose the absences referred to in last year were due in large measure to the "flu"?—A. To the "flu." The chief officers said there were very many more absences than usual on account of the "flu." Mr. Fraser, the head of the branch, was absent thirty-four days. He was sick in bed for three weeks, and had to recuperate a bit, and then his family were all taken down, and he had to stay away for a few days on that account, so that it was quite justifiable.

By the Chairman:

Q. Following that up, were there any additional employees appointed during that year to make up for the work that was not done during the absent days, or is this the regular number of employees?—A. That is the regular number. There is one

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temporary employee, Mr. Blair. We had some additional work last year on account of the war. We had to commandeer all the flax-seed and that made quite a bit of extra work, and we appointed Mr. Blair.

Q. Would it not follow that in a normal year, when there is not so much work, you would not require so many, because in calculating up I find nearly a year and a half's absences? In a normal year when there is not any abnormal business would it not be likely that there are more employees than are necessary?—A. Well, it might be. Of course I have only had the one year's experience.

Q. I notice also that the absence in some branches was very much greater than others. Naturally a person would question the head of that branch more strictly than the head of some other branch. It might possibly be that there was a good deal of absence without justification?—A. I think there is, yes. Of course there is a possibility that such may happen. Sometimes the clerk works very hard, and sometimes his chief appreciates the extraordinary effort that clerk has made; he may have been working overtime and have received no remuneration for it. In my own office very few of my clerks go away before six o'clock or five o'clock, and in the accountant's branch they are very seldom away before five-thirty or six, doing extra work, and extra absences on account of sickness sometimes happen in that way. But the chiefs of branches and their immediate staff very seldom quit at five o'clock.

Q. I notice that in the Fruit Branch with eight permanent employees and one temporary every one of the employees has been absent for some time; one for one day, others twenty-two days, fifty-one days, fifty days, sixteen days, eleven days, and eighteen and one-half days, while on the other hand comparatively few in the Seed Division have been absent.—A. You see there are no very serious absences in the Fruit Branch except that of Miss Robinson, Mrs. Rubbell and Miss Sching. Miss Robinson who was absent fifty-one days, is a most efficient clerk, she is most untiring and works on Sundays, Saturdays and a great many days overtime.

Q. Then she makes up for a great deal of the time she is absent?—A. She makes up a lot of that time.

By Mr. Long:

Q. With reference to this matter of absences every clerk has a certain amount of annual leave and in some of those cases where they have been absent on account of sickness they have not taken advantage of their annual leave as well?—A. Some are in that situation.

Q. And some of those are credited with very many days absence on account of sick leave have taken as much advantage of annual leave as those who did not take advantage of annual leave on account of sickness. I have known of several cases where clerks had a small number of days sick leave and they took advantage of the annual leave.—A. The annual leave is not included in that.

By the Chairman:

Q. As I understand it under the regulations they are allowed to be absent six days without sending in a doctor's certificate?—A. Yes, that is included there. Once in a while a girl will be absent for a time but the men are very very seldom away on account of sickness. I was going to say there was one order passed last fall, that, possibly, is responsible to a limited extent for this increase in the number of days' absence that any one was to be allowed twelve days' sick leave each year. I have no doubt that was taken advantage of to some extent. If employees are absent for more than a certain number of days we cut him off, do not pay him; they are absent without pay, and some of those who are shown as absent in that table were absent without pay. I cannot pick them out from memory, but if an employee is in our service for one year he gets so many days sick leave.

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By Mr. Boys:

Q. What was referred to the other day as the "peak load" was spoken of; that developed in this way it was found that there are certain times, covering perhaps several days, when there will be a pressure of work which Mr. Mulvey described as the "peak load." Have you enough clerks to take care of the work during the peak load?—A. During the months of January, February and April we had very strenuous times in keeping up with the work.

Q. Then, of course, if you have a staff sufficient to handle the big work during those periods, one naturally thinks that when the peak load is not on you have a larger staff than is necessary to do the work of the department?—A. That is true to a certain extent, but this peak load in my office is taken care of by overtime, for which the staff does not get paid extra, they stay there and do the work.

Q. Are the various stenographers in your department attached to certain clerks or do you have them all in one room?—A. In the head office, that is in the deputy's office and the accountant's office they are not attached to any particular clerk, in the Experimental Farms Branch, one stenographer might do the work for two or three chiefs; for instance in the Live Stock Branch, the agriculturalist at the Experimental Farm, there is a chief and three assistants and they have two stenographers, one works for the chief and one assistant and the other works for the other assistants.

Q. Mr. Desbarats thought it was of advantage not to have them attached to any one clerk but to have them all in one room so that any one stenographer could be called to do work in a particular branch when work was slack in the branch in which that stenographer was usually employed?—A. That is what we are trying to do, that is the plan which is in operation at the Langevin Block, but there are limitations to the operation of the plan and beyond a certain extent it cannot apply. For instance Miss Robinson is the Fruit Commissioner's special secretary and his work takes up practically all her time, but when she is not occupied at that work she is working on accounts, and seeing that everything is in good shape.

Q. I can quite understand that either the deputy or the chief of the branch would require one stenographer?—A. Yes.

Q. But outside of that it would work out the other way, the work could be more evenly distributed?—A. Yes, but there sometimes are objections from the clerks.

Q. Objection from the girls?—A. Yes, both from the girls and from the officials.

Q. I can quite understand that a man, even if he be a subordinate clerk, likes to have the services of the stenographer he is used to?—A. We have got over that objection by allocating a girl to two or three men; she is not always working for the same man, but she will always be working for one of the same group.

By Mr. Mowat:

Q. Sometimes a man has so much work that he has to call in another girl, and in that case she usually resents it?—A. Yes, that is so, but they have to do it; they demur about going over to the other branches although they have to do it.

By Mr. Boys:

Q. They have no business to do that, but if the girl who is sent over to the other branch sees one of the girls over there loafing she naturally objects to having to do the other girl's work?—A. There is more or less of that no doubt, they have to do the work that the other girl should have cleaned up.

By the Chairman:

Q. You are familiar with the Chief Translator's office?—A. Yes.

Q. There are five translators there; permanent employees, and one temporary?—A. That man has not had any holidays for three years; he has just driven right along.

Q. There is work enough to keep him busy?—A. Oh yes, everything has to be translated. He is the only translator of letters in the whole department. We have an

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immense amount of business in the province of Quebec, hundreds of thousands of letters in the year, I suppose. I am mistaken in saying he is the only translator; there is a translator at the Experimental Farm. He does translations of the correspondence, but not of publications. This man translates all our reports, bulletins, circulars and so on.

Q. There is work enough to keep them busy?—A. Oh yes. In reference to our translator, I am sure that there is not another department in the service where there are not two, if not three men doing the work that this man is doing. He is a marvelous man; he is a qualified man. He was born in France and is a tremendous worker

By Mr. Mowat:

Q. What is his salary?—A. \$2,800, and he is not as well paid as most of the translators.

Q. I do not think that any man should have to work in the Government service without a holiday for three years?—A. There is no one to replace him. We had two very fair men, assistant translators, but they went to the war, and the men who came to replace them, being temporaries I suppose, could not be so careful. It is very difficult to get a translator anyway.

Q. Generally speaking, since the Civil Service Act came into effect, speaking from your twenty-one years of experience, has a deputy as good a hold over his department as he would have without the Acts?—A. I do not know whether to attribute it to the acts or not, but the deputy can have very much more influence over his department now than he could, say fifteen years ago.

Q. That is to say, so much depends upon leaving it to the deputy?—A. Yes.

Q. Otherwise, there might be political pull under which the deputy could not interfere?—A. Yes.

By the Chairman:

Q. With reference to the matter of absence, I see from the list that one permanent employee was absent 117 days and another 28½ days, and that the absences of temporary employees were as follows: 12½ days, 24½, 97½, 35 and 5½. The last one on the list is overseas. These absences must interfere very much with the work?—A. They do.

Q. If these people were sick and had to be absent, of course no exception could be taken; but my information, which of course may not be authentic, is that there is a great deal of absence of employees in the service without justification. Some of these reports to one not familiar with the conditions would indicate that there is a good deal of truth in it?—A. Some of these people have been docked. In the case of this particular branch, this is what is done: it does not appear on the list, but we let them have labourers. A lot of that work is just sticking bulletins into envelopes, and if there is a rush, or a shortage of help, they get three or four labourers who do not appear on this list. There are three labourers there now, at least they were there the other day. They do not take them on themselves; they go to the Experimental Farm, which probably sends out as many publications as all the other departments put together, and when the rush is over they go back to the farm.

The CHAIRMAN: If there are no more questions, Mr. Grisdale may be discharged from attendance.

WITNESS: You asked for a certain statement, and I may say that immediately after I became acting deputy I had all that information you asked for compiled for my own information, and the outside in the same way.

By Mr. Mowat:

Q. Is there anything you want to say apart from what you have been asked?—A. I do not feel that I am quite old enough in the position to say anything.

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By Mr. Long:

Q. Is the Civil Service Commission placing any more emphasis upon the question of punctuality?—A. We all are. We have had a great struggle over that. It is the thing we have had most trouble over. The absences we can not control very well, but punctuality we can, and we have narrowed down the margin to 5 minutes. Any one late 5 minutes, or over, gets a late mark, and if they are more than 4 or 5 times late in a month, there is a question asked, and he comes on the carpet.

Q. The employees of your Department sign a book on entering?—A. Yes, and on going away.

Q. Do you allow one individual to sign for more than one?—A. Oh, no.

Q. That has been permitted I believe in some Departments?—A. Not in the Department of Agriculture. The time of going away was the greatest difficulty in some branches; in fact, with the exception of the head office in the Langevin Block, the clerks left without signing. But now they have all to sign, and I have noticed quite an effect from their having to sign.

Witness discharged.

The Committee adjourned.

FRIDAY, May 30, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

Mr. J. B. HUNTER, sworn:

By the Chairman:

Q. You are the Deputy Minister of Public Works?—A. Yes.

Q. How long have you occupied that position?—A. Since 1908.

Q. Would you tell the Committee briefly just what supervision you exercise, as Deputy, over your Department, in a business way, for the purpose of doing the business of your Department?—A. The Department has several functions. It has the architectural function, the erection of public buildings, the engineering function, the harbours and river works and the Dominion Government telegraph lines, the dredging, and the slides and booms and graving docks. The Department is divided into branches, each of which has a Chief in charge of a staff, a supervisor of the operations that I have mentioned, and they obtain information and report to me. Each staff reports to me, with recommendations, suggestions or requisitions for advice or authority, and I deal with what comes within my responsibility, and anything that I think is a matter of policy, or something that the Minister should be personally cognizant of I take up with him, either by memorandum, or personal discussion on the information received.

Q. About the supervision of the employees in their individual work, what do you say?—A. These staffs, according to their size are divided into—you might call them sub-branches, attending to certain specified portions of the work, and they have an immediate chief over them who is under the chief of the branch. That means the Chief of the branch may not come into personal contact with some of his men, except very occasionally. They are acting under their immediate chief, and these chiefs are directly under him. He works through them, and I work through him, if that is what you mean.

Q. There is more or less effective supervision of the individual employees?—A. Yes.

Q. We are concerned chiefly with an inquiry as to the efficiency of the department, and as to whether there are many unnecessary employees in the department,

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and if there are any, as to what provision could be made to have the department relieved of them, etc. Perhaps we might look for a moment at one or two of the branches. Have you any general statement to make as to whether the staff could be reduced without interfering with the efficiency of the department?—A. Yes, the staff could be reduced without interfering with the efficiency of the department. There is no question about that.

Q. To what extent, speaking generally?—A. Well, dividing the service into the service at Ottawa, and that outside of Ottawa—

Q. We are concerned only with the Inside Service.

Mr. STEVENS: Dealing only with Ottawa.

—A. I understand. I would say that probably thirty or forty could be spared from the Public Works Department without interfering with its efficiency in any way whatever, in fact probably increasing its efficiency, through lack of having to find work for these people to do, to warrant them in drawing their pay.

By the Chairman:

Q. That is a matter of dividing the work to be done among some of the employees. Thirty or forty fewer could do the work equally well?—A. Yes, and better, because they would not have the interference and looking after the other people.

Q. What class of employees would those be?—A. Those are scattered through the different branches.

Q. The permanent staff?—A. About twenty of those would be on the permanent Civil Service List, and the other twenty on the engineering staff that are not on the permanent list, although they are really permanent as far as that is concerned, and are residents in Ottawa.

Q. What do you mean when you say not on the permanent list?—A. What is known to the Civil Service as the permanent list is the Blue Book that is published containing the names of those in the Civil Service. Those men are not in the Blue Book. They are in what was called hitherto the Outside Service at Ottawa, but under the new Act everybody resident at Ottawa is in the Inside Service. They got their appointments, not through any Commission or examination, but were just added to the staff by the authority of the ministers who were in charge at whatever time their appointments took place.

By Mr. Redman:

Q. What would be the ages of those men?—A. Well, they vary in age. I do not suppose any of them are under forty-five.

By the Chairman:

Q. I suppose you have a number whose services might be dispensed with on account of their age?—A. Yes, on that Inside Service there would be six or eight who are practically through their working days, but they have no superannuation, so that we are not dispensing with their services. We are allowing them to continue, and finding work for them to do, in order to have an excuse for continuing them on the payroll.

Q. What would you say as to the balance of the thirty or forty that might be dispensed with. Could you put them in any special class, or are they just twenty or thirty more than are really required?—A. They could be divided into men who are fairly competent, but whose services are not needed because there is not the work for them to do, and others that are not competent for employment at all. They are useless tools.

Q. How many of that class do you think there are?—A. I suppose we have a good round half dozen that are absolutely no good for anything.

Q. Only half a dozen?—A. Well, that is very conservative.

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By Mr. Stevens:

Q. If you had a free hand, what would you do with the thirty or forty?—A. I don't know. The minister gets up against that proposition, and when he comes to take action he gets cold feet, and I might get cold feet, too.

By Mr. Charters:

Q. Suppose your feet were all right?—A. I think their services would probably be dispensed with.

By Mr. Mowat:

Q. Assuming there is a difference between the Government and a proprietor of works, who simply wanted to run in an economical and business way, and suppose you were asked to change it to a business concern, what would your first recommendation be as to these poor old people, who need their salaries to live on, of course?—A. I would recommend that where they are situated in that way some superannuation should be arranged. You need not pass a superannuation Act, but you could put some provision in the estimate, and then work out the detail by Order in Council. It would practically be giving them superannuation.

Q. It would be better to pay them their present salaries, or perhaps a little less, if they did not do any work—that is to get rid of them?—A. It certainly would.

Q. You are definitely of that opinion?—A. Yes.

Q. They are really no good in the department and time is taken up in giving them work which you are not sure they will do efficiently?—A. Yes.

By Mr. Charters:

Q. When an additional number comes round from year to year would you deal with them in the same way—men who get too old?—A. Decidedly; they should be dealt with in the same way, some provision made and the service cleared of these men.

By the Chairman:

Q. Speaking generally, could you suggest any other cause which would interfere with the efficiency of your staff? For instance, what about unnecessary absence among the employees?—A. Well, of course, there are regulations concerning that, that if an employee is absent without leave he is not paid, and that is enforced. We do not have much trouble on that score. All these men are present.

Q. I notice, looking over the secretary's list, that out of sixty employees there are only, I think, four or five on the whole staff who have not been absent some time during the last year?—A. You mean in addition to the holiday period?

Q. Yes?—A. Special leave, you are referring to?

Q. Yes, in this column specifying the days of absence, the number of days absent not including holidays during last year?—A. Yes.

Q. For instance, they run something like this: 16, 32, 150, 39½, 14, 227½, 33½, 20½, 228½, 39, 27½, 44½, etc. What would you say about that? Is there any explanation why there should be so many days' absence?—A. If I might see those names, it would suggest the reason to me.

Q. I suppose in individual cases there are special reasons?—A. Yes.

Q. But speaking generally, why should there be so many employees in that branch absent?—A. Well, sickness is the only reason that I can give. That is the only cause that they are allowed to be absent for.

Q. Perhaps you have not looked into the matter. Could you say that sickness would be the reason?—A. That is why I wanted to see the names, because they would suggest the reason. Take in 1-B a man is absent 150 days. We never expected to see that man get back. He was away through sickness. He just as nearly died as it was possible for a man to do, and it took him a very long time to recuperate, and that was a very genuine case of illness.

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Q. He took ill last year?—A. Yes, he was away a year. He was away a full year ill, so that this is probably a return during last year. He was away longer than that.

Q. He was sick the year before?—A. Yes. Here is one on the list who has been absent thirty-nine and one half days. His health seems to be continually bad, for some reason or another. I know that he takes boils and carbuncles, and every now and again he gets laid up.

By Mr. Stevens:

Q. Does he get paid while he is away?—A. Yes, if he gets a doctor's certificate. The Commission has laid down rules according to the length of a man's service as to how long he can be sick, provided that he gets a doctor's certificate that he is really sick.

By the Chairman:

Q. Regarding the secretary's staff, what general principle would be applied to the payment of those during the absences indicated there?—A. Whenever they are taken ill, they make application for sick leave, and furnish a doctor's certificate as to their physical condition, and if they are really sick, and on that we give them leave according to what the doctor says they require within the limits fixed by the Commission.

By Mr. Redman:

Q. Do they all come before you?—A. Yes, the procedure is this: I have a form that has to be filled out by the head of the branch giving certain particulars. There are about seven or eight questions asked, and he has to sign that with his recommendations as to what is to be done, and that is sent to me for approval.

By the Chairman:

Q. Of course they get their pay when they are absent on sick leave?—A. Yes, when everything is in order, and we have no reason to believe that they are otherwise than sick. Here is one absent 228 days. That man has been away a full year. He has arterial sclerosis, and he will never be back in the department.

By Mr. Mowat:

Q. How old is he?—A. I think he is only about 45. Then I see one girl 82½ days. I do not know anything about her. Another girl has 112 days. She is consumptive, that girl, and she loses one third of her time every year.

By the Chairman:

Q. Have you any other consumptives in your Department that you know of?—A. No, I cannot think of any cases that impress themselves on me sufficiently to remember. There are cases of continually recurring reports from the doctor.

By Mr. Stevens:

Q. In what department is that consumptive?—A. She is in the law branch, a copyist.

By Mr. Mowat: I think that the new Department of Public Health might very well take cognizance of such cases. Why should a tubercular girl be associating with people in the Government Service. The government should look after her. You have, I believe, an old man of 78 in your department, directly under you I believe. How many days was he absent?—A. He is away without pay now. He has exhausted his year's leave of absence, and was not able to come back. He was the head messenger.

Mr. Mowat: I would say that the Dominion of Canada might very well look after that man.

By Mr. Redman:

Q. How long has he been there?—A. He must have been there for 35 years.

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By the Chairman:

Q. Before leaving the Secretary's branch, outsiders like ourselves are struck with the general absence of employees. I see that there were only four or five in that branch who were not absent last year. If there was something which necessitated so much absence from that branch, I could understand it; an epidemic which swept through that branch and did not strike other branches. That would explain it. But unless there was something of that kind, it is difficult to understand why there should be about ten per cent absence?—A. If I were to make a recommendation, I would abolish all sick leave. It is abused, and most terribly abused, and the doctors abuse it as much as the civil servants.

By Mr. Stevens:

Q. Do you think that it would be advisable to have Civil Service medical inspectors?—A. I have always been in favour of appointing a man on salary, or two men if necessary, and make them all be examined by that medical man. Even he will not be perfect; he will have his easy moments like the others and let things go by. I have made inquiries at the doctors. I have called them up, and have said "I do not think that so and so is really sick." They get offended and say you are insulting them. They say "I am a doctor," and you have to let it go at that.

By the Chairman:

Q. Can you say that sickness was the cause of all that absence?—A. Sickness, real or alleged, is the cause.

By Mr. Redman:

Q. Would you give us your opinion of these regulations prepared by the Civil Service Commission?—A. They are too generous altogether.

Q. Do they have a good or bad effect on the efficiency of the Civil Service?—A. I will tell you what I find. I find clerks of the department reading these to see how much sick leave they can get in the year, and they set out to get it. They say, "How much am I entitled to take." They think it is a right, and the object then is to get it.

Q. It is all on one page?—A. Yes, it is very comprehensive. They can get their arms around this very nicely, and see what they can accomplish.

By Mr. Stevens:

Q. They look upon that as a right, the same as they look upon holidays?—A. They see they can take so much, and they think they are entitled to it.

By the CHAIRMAN: That is my experience of human beings in sickness, and I was surprised to hear some of the witnesses who have appeared before us say that it was not being taken advantage of. My experience is that it would be taken advantage of.—A. Certainly it is taken advantage of; it is only human nature that it should be taken advantage of.

Q. I find that the same condition does not exist in the other branches. Why should it be only in that branch?—A. The other branches may have had records of that nature in other years. I cannot say just this year. I do know of these cases I have pointed out. For instance I see one here, (referring to list), who was always on his job. That was the first illness he had. He broke down completely and went all to pieces.

Q. Would unusually heavy work account for it, or would the leniency of the head of the branch account for it?—A. It would decidedly.

Q. You think that might be the case?—A. Yes.

Mr. STEVENS: I notice that the engineer's branch has very, very few cases.

By Mr. Redman:

Q. They are temporary largely?—A. No, that statement you have there would be all right.

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By Mr. Stevens:

Q. The architect's branch is pretty moderate. For instance, out of this long list of 46 names there are only six.—A. A great deal depends, of course, on the head of the branch. That was very well demonstrated in those reports which used to be made to the Commission and are made yet, on the employee's record, that is, as to his conduct, aptitude, industry, and so on. The personal element entered into this so largely that some of them were really useless. Some of the heads would give an honest opinion and write accordingly; another man would mark "excellent" all along.

By the Chairman:

Q. It is easier to do that?—A. It is easier to do that. He would say, "Why should I fight against this fellow and get his ill will; I will mark him good or excellent," so that these fellows were not marked up in the way they should have been marked.

Q. And you find the same thing in regard to sick leave?—A. It is a little different. They get a doctor's certificate and it is easy to get that.

Q. They are allowed six days' absence without a doctor's certificate?—A. Yes.

By Mr. Redman:

Q. You say that the temporary staff do not get paid for sick leave?—A. No.

Q. Have you found that during that period there was more sickness among the permanent staff?—A. Decidedly.

Q. Have you found any difference as to absence on the part of the temporary staff since these regulations were passed?—A. The recommendations are coming in now the same as for the permanent staff.

Q. Did you find any difference after the passing of these regulations?—A. The attendance of the temporary staff never came before me in that way, so that I have never made that comparison as to how often they were sick before, because we did not pay them, and nobody bothered. We knew that they would come back to get their pay again. So I am afraid I am not in a position to compare.

By the Chairman:

Q. I notice that a number of your employees are absent on military service. What was done to fill the vacancies while they were absent?—A. In some cases, we got along without appointing anybody. In other cases where a man was doing work that had absolutely to be attended to, a substitute was appointed, but only for the term of leave for military service given to the other man. We have not kept one of these military substitutes after the other men returned; they went automatically.

Q. I presume your staff was reduced on account of absentees through military service?—A. Oh, yes; very considerably.

Q. And you get along with the work nicely during their absence?—A. By appointing substitutes in some cases, and doing without anybody in others.

Q. When they come back, they will get their positions, and that will increase the staff again?—A. No, that will increase the staff to the extent of the work we had done without employing substitutes. Of course, with the substitutes going, that leaves the staff the same.

Q. Did you make some temporary appointments?—A. Those were temporary, those substitutes. We had 274 men who enlisted.

Q. Inside and outside, both?—A. Yes. There were 274, and of these 102 have returned, and 30 have been killed.

By Mr. McCrea:

Q. How many substitutes have been appointed?—A. I have not got that. I thought I had that information here, but I have not got it.

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Q. Could you get that information?—A. Certainly.

Q. That is to say, how many of those places were left vacant, and still the work went on.

By the Chairman:

Q. Men have their salaries increased according to the length of service and the division in which they are. Is there a tendency for men to receive large salaries who are possibly doing more or less unimportant work, that is, the salary paid is larger than is necessary in order to have the work done, simply because his length of service entitles him to that salary?—A. Yes, that is a natural result of the system. A salary is paid for long service irrespective of the work he is doing. Naturally, any service would get top heavy under these conditions.

Q. It increases the cost of the service unnecessarily?—A. Yes.

By Mr. Mowat:

Q. When an old servant in one of the scientific branches is past working he is utilized consulting. Could some such device be introduced with regard to a messenger; not consulting because he could not do that, but he could be put on reduced pay, for instance?—A. Oh, the thing to do is to give the man superannuation.

Q. But we have not got that?—A. But you can put it in the Appropriation Bill, to provide a certain amount of money to do certain things. That gives you the power to do that.

Q. I would not think so, unless we had a general scheme of superannuation on an actuarial basis, by which the others would contribute?—A. No, it would not need that. In fact such a scheme has been worked out and is all ready to have the Parliamentary sanction, and the money provided to retire these men.

By Mr. Stevens:

Q. In other words, you suggest that where there has been no provision made for superannuation, we should arbitrarily discharge these people and pay them a portion of their salary?—A. Exactly.

Q. To be fixed in the estimates?—A. Yes, and that has been arrived at; it has all been worked out by the Civil Service Commission. They are all ready to do that if they are allowed to do it.

By Mr. Mowat:

Q. Nothing has been placed on the table of the House in regard to it?—A. No.

By Mr. Stevens:

Q. Would it be in the classification?—A. No. It would be an arbitrary thing, because superannuation by the co-operation of the employee presumes a period of years of payment by the employee.

By Mr. McCrea:

Q. What are the supposed hours of labour?—A. Nine to five, with an hour and a half for lunch, and during the months of June, July and August, four o'clock.

By Mr. Charters:

Q. How about the punctuality?—A. That is not bad. It is a matter for the head of each branch to see that his clerks are on the job.

Q. Could you reduce the staff by thirty or forty without decreasing the efficiency?—A. Yes, increasing the efficiency.

Q. And in that way you would save, assuming they were not paid anything, thirty or forty thousand dollars a year?—A. Oh, yes, easily. The salaries would well average a thousand dollars.

[Mr. J. B. Hunter.]

APPENDIX No. 6

By the Chairman:

Q. Have you any statement to make to the committee regarding the adequacy of the salaries in your department?—A. I think our department is pretty well paid. We have been pretty well looked after.

Q. Is there any work done for your department by other departments, or are you self-supporting, so to speak?—A. Yes, I think we do more for other departments than other departments do for us. Occasionally we are able to get information and save money in regard to surveys. We occasionally use the Mines Branch in connection with our dredging operations as to what sort of materials are found in certain localities, and these are about the only instances that we call on other departments.

Q. What do you do for other departments?—A. Well, we have in connection with our architectural engineering staff a photographic branch, and we make photostatic copies of blue prints, etc., and we do that for all the departments, particularly Railways, Naval Service, and Marine, as well as our own.

Q. Can you tell us what branches of work are carried on by your department in which similar work is carried on by other departments?—A. We have a Geodetic Survey staff attached to the Engineering staff, and the main Government staff for that work is with the Interior Department. There is no necessity for our having a Geodetic Survey staff whatever. Then in connection with the surveys that are made for river improvement, not for dredging, but regulating works in the way of dams and sluices, there is considerable duplication of information between the Interior Department Water Power Branch and our engineers. They practically go over the ground that we have gone over, and we go over the ground that they go over, and in the Marine Department it is the same way.

Q. There is duplication of the work in that respect?—A. There is overlapping of the engineering surveys in the Dominion. They tried to overcome that a few years ago, and the Deputy Ministers and Chief Engineers of these departments considered the matter, but they could not get anywhere. One department did not want to give up anything to the other fellow. They said, "If we want this information we will go and get it. You attend to your business and we will attend to ours." That was the attitude and it got nowhere. So that the only way would be by the Civil Service Commission knocking their heads together and saying, "You do this, and you do that," and parceling the work out in that way.

By Mr. Stevens:

Q. Would the Civil Service Commission be a competent body to do that?—A. I do not know about this Commission, but they could get at it the same as they are getting at the classification. They are not making this classification.

By the Chairman:

Q. They could bring pressure to bear on the departments?—A. Yes, their moral effect would be good.

By Mr. Stevens:

Q. What would you think of this suggestion, that the Deputy Ministers of the departments should meet, say at stated periods for the purpose of conferring with one another in a joint effort to reduce overlapping in operations of departments? You have, I notice, a Purchasing Department. Of course, we are putting through a Purchasing Commission Bill. I am not discussing that, but what I am discussing is this. There are certain departments which are heavy purchasers, the Public Works, the Marine and Fisheries, Naval Department, and Railways and Canals, and the material purchased is very similar; for instance you would be purchasing a lot of steel?—A. No, very little steel.

Q. You might be purchasing different articles of a similar class?—A. Yes.

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Q. Why should not the different departments co-operate in purchasing and buy to better advantage than buying separately?—A. No reason whatever.

Q. Would it not be a good idea, if it could be arranged, to have some co-operation between the Deputy Ministers?—A. That is what I understand the War Purchasing Commission, which has now become the Civil Purchasing Commission, was intended to do, to get from each department its requirements along certain lines and place orders in a wholesale way.

Q. Would that eliminate these departments altogether?—A. No, because you would have to handle your requisition through your department. That information would have to be given by the Purchasing Agent of each department. The way they do business, they do not handle it direct. They have a purchase made under their instructions for each department, and I do not know that it would save much if they made these purchases direct, and of course you could do either of these things; transfer all these purchasing branches to that commission, let them sort them out and handle the whole thing, or leave it with the staff to direct these purchases, leave it to them and have it dealt with in their own way by this purchasing staff.

By Mr. Stevens:

Q. We are seeking to reduce the Civil Service to efficiency. We have these Purchasing Departments, in the large departments like the Public Works, Railways, Marine, Naval, Interior, and so on. Now we are going to appoint a commission to do this purchasing, and still retain these staffs. That seems to me a very injudicious and expensive way of carrying on. Either this ought to be brought together under the new Commission, or the new Commission, in your estimation, would be a perfectly useless institution.—A. Let me tell you in that connection what may strike you as funny: We had no purchasing branch until this Purchasing Commission was given charge of certain branches. Each branch of a department did its own purchasing direct, but when that commission came into operation and they had to deal with each branch, they said, "For Heaven's sake get some central authority we can do business with. We do not want to be travelling from the Chief Engineer to another official, and then to some other official. Get a central branch and let us deal with your central branch and let it deal with us". Therefore our purchasing branch, which we never had till a year ago, was organized.

By the Chairman:

Q. This is really to co-ordinate the purchasing branches to do business with the Purchasing Commission?—A. Yes.

Q. Previous to that each branch did its own purchasing?—A. Yes.

By Mr. Mowat:

Q. Do you think that the welfare of your Department would be benefited if you had the power to dismiss for inefficiency or insubordination?—A. I think it would, because then you have a grip on the whole machine.

Q. It is said that human nature differs in different deputies and that some would be tyrannical, and that some would have preferences.—A. I have no doubt of it.

Q. And spites; and that that would interfere with justice?—A. I have no doubt it would.

Q. That is human nature. What is your suggestion as to how that could be tempered in case you dismissed?—A. By appeal to the Civil Service Commission.

Q. Your idea is that the Deputy should be given full power to dismiss with the right of appeal?—A. Yes. I would just like to add this, in connection with the position of the Deputy Minister. It is all right to give him this power, but consider his position in relation to the Minister; supposing he undertakes to fire somebody in the department who has friends, or who is a friend of the Ministers, he is going to be nicely embarrassed under these circumstances.

[Mr. J. B. Hunter.]

APPENDIX No. 6

Q. But the Minister has no friends now,—A. Oh, decidedly, lots of them. There is as much human nature, if not more, in Ministers as in any other people. There is the impracticable part of that proposition; a Minister is in charge of his department. There is no gainsaying that. There is no use giving the Deputy Minister power to do this, that or the other thing; he is not going to do it unless his Minister approves.

Q. And he might be beset with a friend of the party dismissed?—A. He assuredly would.

By Mr. McCrea:

Q. The Minister has more friends than the Deputy?—A. It is the Minister who has friends, because he is the political head of the department; yet the Deputy has to preserve friendly relations with the Minister, or else there would be a separation, and it would be the Deputy who was separated.

Q. It is admitted by one or two Ministers that the departments are overmanned. On the other hand, the Civil Servants are asking for more pay which I guess they have to get as the cost of living has increased. Do you not think that that could be overcome by reducing the staff and increasing the pay, by getting more work done?—A. I do.

Q. Do you not think that that is the proper way to do?—A. I do. We were discussing that before you came in.

By Mr. Mowat:

Q. The question is how to reduce?—A. That could be worked out. He is getting the work through, and through properly, and I think the fear of favoritism on the part of the Deputy would be much less than under the present circumstances.

By Mr. McCrea:

Q. Is it not your experience that the man whose duties call upon him to be reasonably busy is more efficient than the man who has nothing, or who has not so much, to do?—A. Decidedly.

Q. My experience is that the less you give a man to do, the more negligent he becomes?—A. I think the man's health is better. You would have a great deal less sick leave if the work was harder. If they are kept humping, they would enjoy the work, and they would get it done efficiently.

By Mr. Mowat:

Q. I do not like this idea of the Minister having any power at all to interfere?—A. You cannot help it.

Q. Why should he have to do with the Civil Service? Can you suggest some way by which that could be avoided?—A. I do not think it can be avoided.

Q. If the public understood that the Minister had nothing to do with it, that it was a matter for the Deputy and the Commission, they would know it would be futile to go to him?—A. Yes, but supposing you were a Minister, and that you had some man in your constituency who is very important. Supposing he has some nephew in the service, and that nephew is no good. The Deputy would fire that nephew, but the nephew takes good care to let the Deputy know that he has a high power with the Minister, and if anything comes up, the Minister will tell you that you will have to find some work for that fellow, and that he is not to be fired.

Q. I want to get rid of that?—A. As long as you have Ministers, you cannot get rid of it.

Q. We got rid of it with regard to appointments to the service, and why should we not get rid of it with regard to discharging men?—A. You can go a certain distance all right, but you cannot get rid of the political end of the Civil Service machine to that extent. The political head is responsible for his department, and he is going to have some say about it.

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Q. How long have you been here?—A. Twenty years this October.

Mr. MCCREA: The only way to remedy that is to get legislation passed in the House that the Civil Service will be subject to the Deputy and the Civil Service Commission and that the Minister will have absolutely nothing to say.

By Mr. Mowat:

Q. That is what I am suggesting, and he says that it cannot be done?—A. The only way you could do it would be by making a Deputy Minister's position the same as a judge's, removal on a two-third vote of both Houses, when he could tell the Minister to go to the devil if he insisted on interfering.

By Mr. Redman:

Q. A Deputy Minister can be removed by an Order in Council?—A. Yes, he is employed at pleasure.

Mr. STEVENS: I would suggest another point of view. Mr. Mowat says that he does not think the Minister should have anything to do with it. I take this view, that the Minister should not only have something to do with it, but that he should be held responsible for the efficiency of his department. He is the head of the department, and whoever is head must be held responsible, just as if I were a Minister, the Deputy would be held responsible to me. I think that every Minister should hold his Deputy responsible, but to the public and to parliament the Minister must be responsible.

By Mr. McCrea:

Q. The Civil Service Commission should have the right to discharge members of an overloaded service without consulting the Minister or anybody else.—A. They have that right, but they won't exercise it.

By Mr. Mowat:

Q. Is it not anomalous that we appoint a man, judge of his fitness, and so on, and yet the moment he is there he cannot be dismissed because of political influence. Surely we can get round that difficulty?—A. Of course, you can get a man appointed in that way. We have the privilege now of rejecting. We want a man for certain work. We state the qualifications, and apply to the Commission. They appoint a man, and we have the privilege, if that man is not satisfactory of sending him back to the Commission, and of saying: This man is not capable, give us another. If he is sufficiently capable, he is accepted. If he slows down after he is appointed, then is when that other influence comes into effect, going to friends he has outside of the Civil Service Commission, and starting to operate politically.

Q. Once he gets in, he is in a different position from that he occupied in getting in?—A. Exactly.

By the Chairman:

Q. What means have you of knowing whether a subordinate employee is doing his work efficiently or inefficiently?—A. I have no means other than the reports of his chief, because I do not see him, and have no personal contact with him, and therefore cannot judge. It is only those that I come in personal contact with that I can judge as to their personal efficiency or otherwise. My own staff I know, and if they are not satisfactory I change them. I send them to another branch. I have to have a staff around me that is efficient.

Q. If you dismiss a man from the Service, it would probably be on the report of the head of the branch?—A. Yes.

Q. Then it would not be the Deputy who brought about dismissal?—A. He cannot have a personal knowledge. He does not work with the man. We get reports on individual work. I spoke of that. It all depends on the head of the branch. Some are easy, and give you a nice report and these reports go to the Commission.

[Mr. J. B. Hunter.]

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By Mr. Mowat:

Q. Let us follow up that question of the independence of the Deputy Minister. It is suggested that there is a difference between the Auditor General and a Deputy Minister of a big department like yours. Do you see any objection to putting the Deputy Minister in a position that would not make him dismissable except on a joint vote by both Houses of Parliament?—A. The only objection to that would be that the Deputy would then run a show of his own and become tyrannical, just as you indicated, and that the last condition of the individual might be worse than the first.

Q. I am not asking you to guess. We can do that ourselves, but I want your opinion.—A. My opinion is that it is not practicable, that no Government would stand for having Deputy Ministers independent of the Ministers, and I do not think they ought to be.

Q. Can we make a change which is going to be beneficial to the service?—A. By changing the status of the Deputy Minister?

Q. Yes.—A. Well, it is problematical, if you did it, whether it would benefit the service, and, as I say, I do not think it is practicable to do it.

Q. Leaving out the political practically, of which we may be better judges than you, suppose it is done, is it going to be for the benefit of the service to have an independent head, as a deputy?—A. That is a pretty large question for me to answer.

Q. You have not thought it out?—A. Yes, I have, but it would have to be tried. My answer would only be guess-work and would not help any. My opinion would not be worth anything. Supposing I said yes, or supposing I said no, what difference would it make? You do not get anywhere by that answer.

Q. I understood you favoured it at first?—A. Oh, no, I would rather a great deal work in harmony with the Minister than opposing him, because you would not get the Minister to stop getting after the Deputy, even if he were made independent. The result would be the Minister and the Deputy would be at odds and evens most of the time about somebody.

Q. We assume both would have common sense and would want to work together.—A. You do not give them any inducement to work together if you make them work independently.

Q. To do their duty they must come together?—A. There would be dissatisfaction. I do not think it would work out.

Mr. MOWAT: It looks to me as if a Minister in Canada is too much of a departmental man and has too much to do. To-day they are worked to death, and I think they should leave half their work to the Deputy.

The WITNESS: There is no doubt about that.

By Mr. Mowat:

Q. And attend to the administrative part?—A. And you cannot get a Minister to do it because the members of Parliament won't let him do it.

Q. We want to help them.—A. You will have to reform the members of Parliament before you can do it.

Q. We want to help the Government of the country. There is a change since the war began.—A. I should say there is.

Q. In the attitude of the ordinary member of Parliament, he is not such a partisan as he was. I want to know if we cannot pursue this thing to see if we cannot take the departmental work off the Minister—bothering about whether you should dismiss this man or not and those piffling things, and leave it to the Deputy?—A. Suppose you want a public building in West Toronto, and I say, "No, that public building is not justified, you cannot have one". Where do you go? To the Minister, and you say, "I want a public building there". You would not let me run the Department. You would not take my "no" for it.

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Q. I would personally?—A. I am using the word in the impersonal way. I am speaking for the ordinary member of Parliament and I know what I am talking about because I have had the experience, and there is no doubt about it.

Q. What we are looking for is reform or improvement?—A. I do not know how you are going to work it.

Q. You can if you get the right psychology—the right idea? (No answer).

By the Chairman:

Q. Under the Act the Deputy has after all no power of dismissal?—A. Not under the present Act.

Q. As to the overlapping of work, can you suggest any other class of work which is carried on by several departments where overlapping occurs?—A. It is chiefly in the engineering end of it that the overlapping would naturally occur. There is some overlapping. For instance, penitentiaries erect their own building, and the Militia Department has tried to build its own buildings, and succeeded in building some, and the Military Hospitals started to build their own buildings, with the Construction Department lying beside them, but that was taken away from them last April, and we are building them, but I am not sure whether we are building all of them. There is where the overlapping comes in, and it is those two different branches where individual branches undertook to do their own construction.

By Mr. McCrea:

Q. Regardless of whether the Deputy has the power to dismiss or the Minister has the power, is it your opinion that the service would not suffer but would rather be improved by reducing the number in many departments and increasing the pay to those who are worthy of it?—A. Decidedly, that is my opinion.

Mr. STEVENS: I think we all appreciate the courtesy and frankness shown by Mr. Hunter in his evidence to-day. He has given practical advice to the Committee which in my estimation is very satisfactory.

The CHAIRMAN: The Committee appreciates the evidence given by Mr. Hunter this morning.

The Committee adjourned.

MONDAY, June 2, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

Mr. R. C. DESROCHERS, sworn.

By the Chairman:

Q. You are Secretary of the Public Works Department.—A. Yes.

Q. How long have you held that position?—A. For the last 9 years.

Q. We notice in the report which we have from your department, Mr. Desrochers, in the Secretary's Staff a great deal of absence recorded during the last year, and we feel we would like to have from you an explanation of those absences amounting to about 10 per cent of the time which should have been served by the staff.—A. Yes, there was a great deal of sickness during the last year probably caused by the influenza epidemic, and we have had a number of other clerks—

Q. Just following up that point so that we can get at the facts, how many were absent on account of influenza?—A. Does not the list give that?

Q. No, it does not specify who were ill on account of influenza.—A. Well, I am sorry to say that I haven't any information with me, but I can very easily procure it.

[Mr. R. C. Desrochers.]

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By Mr. Stevens:

Q. You could easily get at the cases that arose from influenza by the dates of the absences because the influenza did not start till the first of October or the end of September?—A. Yes, I could get that from the records but I could not give it from memory.

By the Chairman:

Q. We would like you to supply the committee with that information?—A. Yes, I can do that.

Q. And also perhaps you might give us information as to the number of days absence on account of sickness in your branch, during the previous year, 1917.—A. Yes, there are a number of clerks there down fairly extended absences as you will notice.

Q. Give us an explanation of those cases, will you, without specifying the names; you might just refer to that. (Tabulated statement handed to witness).—A. There is one of the clerks, regular, who has charged against him 228 days' absence; that was the finish, he will not return to duty any more; he is suffering from hardening of the arteries and his departure may occur at any time; there is no doubt about this case. Now there is another one who is suffering from neurasthenia. I know of these cases personally, in my official capacity, and I know they have been ill. Of course doctors' certificates have been produced.

Q. They are drawing pay?—A. Not recently, not these people; one of the clerks was drawing pay but the other, the one in the records room, the first one that I mentioned, was on leave without pay and is now hoping that there may be some legislation that will enable us to deal with his case.

By Mr. Stevens:

Q. How long have these officials you are referring to been in the service?—A. They are very old employees. There is another one, in the records room also, who has charged against him 150 days; he was very ill with bronchial trouble. I know that personally, and he had to go to Alberta, to some other climate, in order to try and recuperate.

By the Chairman:

Q. Not tubercular?—A. No, not tubercular, but his trouble was probably caused by an accident that occurred where he underwent severe exposure. These are the three cases of extended leave that I see on the list.

Q. What struck the committee as peculiar in this report was the great amount of absence in your branch, much more than in any other branch, and that is the reason we wish to hear your explanation particularly; we could not see any reason why there should be more in your branch than in any other?—A. Well, the disease microbes did not use proper discretion when attacking my branch I fear.

By Mr. Stevens:

Q. In that report, for instance, is every day recorded accurately when an employee is absent in your branch?—A. Yes, they keep a very accurate and a very strict list.

Q. Then that list would be correct?—A. Positively true.

By the Chairman:

Q. Let me draw your attention also to the fact that probably the employees in your branch were beyond the age when influenza was very likely to attack them?—A. That is possible; those that I have mentioned are not influenza; they are usually special cases.

Q. No, not the special cases. There are only four or five or your staff that were not recorded as being absent more or less during the last year?—A. What this gentle-

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man (Mr. Stevens) says about recording attendances is exactly why we are able to give this statement in such detail, otherwise if we did not have the attendances recorded we could not tell you the number of days absent.

Q. What is your procedure when a person is absent? Must they obtain leave of absence?—A. For sickness they must get a medical certificate and we work on that to get the Deputy's authority for payment of salary during leave.

Q. How long may they be absent without producing that certificate?—A. Six days.

Q. And how frequently during the year can that absence be taken?—A. It may occur frequently.

Q. And how many days in the whole year would be allowed?—A. Providing it would not be at close intervals, I do not think it would make any difference how many times they would be absent.

Q. Might it be six days each month?—A. It might be each month perhaps.

Q. That is according to the regulation?—A. That is under the regulations.

By Mr. Douglas:

Q. I suppose the Deputy exercises discretion as to whether salary should be paid or not?—A. Oh, yes.

Q. And sometimes I suppose they are refused pay?—A. There has been no case to my knowledge when there has been a refusal of pay for absence on sick leave.

By the Chairman:

Q. Suppose an employee is absent six days and returns, what inquiry, if any, is made as to the cause of the absence?—A. If an employee has been six days absent, we ask for the usual medical certificate, although we are not required to do so. The regulations require that satisfactory evidence be furnished of the absence.

Q. They are permitted to be absent six days without a certificate?—A. Yes, but that is just so that the Deputy may be satisfied with regard to that particular case.

Q. Is it your custom to ask for certificates in your branch?—A. I do in most cases where leave of absence is beyond two days. Where the cause is quite clear to me I do not ask for a certificate for six days. There are, as you may be aware, some clerks that are under, not suspicion, but who are not as free from doubt as others as to their movements.

By Mr. Stevens:

Q. Do you consider that the practice of obtaining certificates of the private doctor of the family is a satisfactory method?—A. We have doubts at times, but we cannot go back of the certificates.

Q. Do you think it would be a good idea to have a doctor on salary by the government to examine?—A. Exclusively a government doctor, yes, a health board perhaps of some sort.

By the Chairman:

Q. What guarantee would that give that doctor's certificate would be any more reliable than the certificates of the other doctor?—A. He would not be exposed to the influence of the family relations. A family physician is asked, "We want a certificate for rest." The man says he is very tired. Probably he will give the certificate, whereas if the government doctor were asked for the same thing, he would exercise greater care in granting the certificate.

Q. You will admit, I think, and that would seem apparent to the committee, that so much absence must interfere with the efficiency of the work in your branch?—A. It does, to a certain extent. The efficiency itself is not interfered with, but it throws a lot of work on the others who remain. We manage to carry on with the staff that remains, and I do not think we have suffered very much in that respect, but it certainly throws work on the others.

[Mr. R. C. Desrochers.]

APPENDIX No. 6

By Mr. Stevens:

Q. You could dispense with a dozen or two from your staff, could you?—A. They are working overtime.

Q. Just in the session?—A. No, regularly. We have lots of overwork. The staff in the Secretary's branch has not increased correspondingly with the growth of the department.

By the Chairman:

Q. But the fact that there are so many absentees must interfere with the work in the department. The work may be done, but it injures the efficiency. Some of the employees will feel they are doing the work of the absentees, and that does not make for efficiency?—A. No, it does not, but the staff has been very willing, and they have worked themselves off their feet to keep up with the work.

By Mr. Stevens:

Q. Do you know that regulation regarding sickness in the Civil Service regulations?—A. Yes.

Q. Three months, and so on. I think we have a copy here?—A. yes, I am acquainted with that regulation.

Q. You are familiar with that?—A. Yes.

Q. Do you think that is an encouragement to secure more sick leave?—A. Well, some may want to go the limit.

Q. They look upon it as a sort of privilege or right to get that amount of leave?—A. Some would feel inclined that way, but it is hard to control the situation.

Q. Have you a suggestion to make as to how we could very much more effectively control the leave for sickness?—A. Perhaps if the initial leave were limited to a short period, and then insist upon a fresh medical certificate for any further extension of leave, it might deter an employee from taking full advantage of a longer period. For instance, the clerk may be given two or three months' leave of absence. One may be sure he will take the full two or three months, whether he has recovered or not, and doctors will give a certificate estimating the period of convalescence, and it is very difficult to estimate that period of convalescence. An employee may recover very quickly, but he will not come back to the Department if his leave is for two or three months. He will take the full time. If, in the first place, he had been given only one month, even if the medical certificate had been for two or three, at the end of that month, if he were obliged to secure a further certificate, it would certainly put him to that trouble, and the doctor might hesitate to continue the certificate if the man were well enough to resume his work.

By the Chairman:

Q. That would apply chiefly to the long absences?—A. Yes.

Q. Why should an employee of your branch not report on the second day when he felt he was going to be absent on account of sickness? You can understand why they would not report the first day, but if they are going to be absent more than one day why should they not report?—A. Well, they usually do. They telephone. They usually advise us.

By Mr. Stevens:

Q. Do they telephone from the Gatineau?—A. Hardly.

Q. That is a great place for recuperating?—A. Not so far as we are concerned.

Q. One of the chief prescriptions is a fishing trip?—A. If you notice, most of these absences are women.

By the Chairman:

Q. Do the women take advantage of that, in your opinion?—A. Of the Gatineau?

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Q. No; do they take advantage of the regulation which permits an absence of six days without certificate?—No, I do not think so; only on account of sex restrictions they are absent a little more than men are, more frequently short absences.

Q. That would apply to a very limited extent?—A. Yes.

Q. Unless the employees were more delicate than the usual female employees, it would not apply to any great extent—only a very limited extent; that is, it need not apply?—A. No; it probably rests with one's own conscience and sense of duty whether they come or not.

Q. We would like some other influence than the conscience of the employee regulating that, and that is the reason we are pursuing this inquiry?—A. Well, in a recent case I had doubts regarding the bona fide absence of one employee, and it was a short absence, and there was no medical certificate furnished. Well, I had inquiries made. I went to some trouble, and the doubt was removed, because I had a very satisfactory medical certificate later on; so that in any case where there is doubt we generally follow it up. I know I do in my own branch. In most of these cases I follow it up.

Q. Then you will let us have that information?—A. Yes, a statement of the causes of the absences.

Q. And the amount of absence last year in your branch?—A. Yes.

By Mr. Stevens:

Q. What is your opinion regarding the superannuation system for the older employees?—A. Something certainly should be done, because we have at the present time on our staff a number of old men who are waiting for such legislation to retire.

Q. As an experienced civil servant, you would favour it?—A. Certainly.

Q. Would you favour a system that would provide for a contribution annually or monthly by the employee?—A. I would favour a contribution.

Q. It makes the employee more responsible?—A. Yes.

By Mr. Douglas:

Q. If these old employees were superannuated, do you think the department would be conducted more efficiently without them?—A. I think in some cases it would. There are some old employees who are still rendering good service, but there are others whose days of usefulness have somewhat disappeared. I shall send you a written statement.

By Mr. Boys:

Q. With regard to the superannuation question, we have considered that along side, as it were, of the other question of retaining them just to do what work they could, and of allowing them to continue to work so that they would not sacrifice their health or their prospects on that account. We had one witness before the committee who seemed to think that a man of 65 or 70 if retired, would grieve so much that it would hasten his end. Have you considered that aspect?—A. No, I cannot say I have. It would not appeal to me very much.

Q. You are satisfied that superannuation is the proper method of treating such cases?—A. Certainly, you cannot put a man on the street who has grown old in the service without some allowance.

Q. It was not suggested to put him on the street. The suggestion was that he should be retained in the service, because, even if he were superannuated, he would have nothing to do and could not put his time in?—A. He could go fishing and enjoy himself.

Q. It was seriously told us here that he would not know what to do with himself?—A. That does not appeal to me, that reason.

Q. We developed a thought, which we finally described as a peak load in various departments. You gather what I mean?—A. Yes.

[Mr. R. C. Desrochers.]

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Q. Have you that in your department?—A. We have increased the volume of work in a tremendous proportion within the last few years, not especially since the war, but previous to the war. The augmentation of work was very, very marked, probably one hundred per cent or one hundred and twenty-five per cent and the staff has not kept pace with the increase.

Q. Have you a staff which can cope with the peak load?—A. At present, I think we have.

Q. Of course, you are more or less slack compared to what you were before the war?—A. Strangely enough, although our appropriations showed a fair diminution, the work remained pretty near the same. Our files of correspondence show that the number of reports received has been increasing, notwithstanding the fact that our work on construction has decreased.

Q. If you have a staff which can cope with peak load conditions, one would infer that when you have not peak load conditions you have more employees than are necessary?—A. That might apply to construction work but not to secretarial.

Q. Have you any suggestion to make that would remedy that, because if that condition exists in other departments, it is a serious proposition, and it strikes me that it could be remedied?—A. It would be difficult with a permanent staff; we could not let them off.

Q. Take stenographers for instance, you have stenographers enough to take care of the peak load conditions so that you must of necessity have a number who are idle under ordinary conditions?—A. Yes, but one can hardly say when the rush of work will come in.

Q. That is the very point. You have to keep a staff to take care of the peak load conditions. That is what I wanted to find out. We understand that that is so in other departments. This idea occurred to me, and received some approval from some former witnesses, that you might have what might be called a relieving staff?—A. Pardon me. I do not wish to convey the idea that we have in the Public Works Department a reserve staff to take care of peak load conditions.

Q. No, what I mean to say is that you have the regular staff which may be able to take care of peak load conditions, and therefore, when you are operating under ordinary or light conditions you have more stenographic help than you require?—A. That may apply to some branches. I am not competent to say as regards other branches, but it may be the situation with regard to other branches.

Q. We want to see whether we cannot overcome that, and it occurred to us that if you had a relieving staff, that staff could be called upon for this branch or that branch when that particular branch had a peak load, and when some of the other branches perhaps were operating light?—A. That would apply to the clerical help.

Q. Yes, I quite understand that it could not be applied to superintendents or assistants, but would that idea appeal to you as workable?—A. Yes, it would have to be developed.

Q. Would you think it proper to have a relieving staff for each department, or a relieving staff for the whole service?—A. Where the work varies in different departments, a reserve staff suitable for one department would not always be suitable for another.

Q. That is what we figure out. We were given to understand that in one department the staff gave trouble in this way: The stenographers instead of being assigned to a particular officer worked together in one room and could not be called upon by the various officers in any other branch. Do you operate in that way, or are they assigned to particular officers?—A. Yes, they are assigned to individual work.

Q. Do you not think that trouble could be overcome by having a relieving staff in your own department, or a general relieving staff to be called upon by any department?—A. It looks a good idea.

Q. You think it is worth giving some thought to?—A. Yes, I do.

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Mr. W. W. CORY, sworn.

By the Chairman:

Q. What is your position?—A. Deputy Minister of the Interior.

Q. How long have you been in that position?—A. Since 1st January, 1905.

Q. I notice from the health report of your department that the employees are divided into permanent and temporary?—A. Yes.

Q. And each class is divided into inside and outside?—A. Yes.

Q. What do you mean by the outside?—A. The outside service are those who are charged up to outside votes. We were formerly able to put on outside people, chargeable to Dominion Lands, water powers, or any of these votes.

Q. They are employed in Ottawa?—A. Employed in Ottawa.

Q. Does this list include all your outside employees?—A. No, that is just the Ottawa service. We have an outside service, about equal in number. That list just refers to the service at Ottawa, inside and outside.

Q. Why is that distinction made?—A. For several reasons. One is that we have not enough clerkships to cover emergencies from time to time, and when a man or a girl is required, we have to put him or her on the outside vote. We have always done that ever since I have been in the Department.

Q. How about the permanent staff outside?—A. The permanents outside are those that are appointed—I do not know why they are called permanent. The temporaries are those which have been put on recently, I mean within a short number of years. We have temporaries on our staff who have been there for five or ten years.

Q. On the permanent staff of the outside, you have 279?—A. Yes, 279.

Q. Why are they not included in the inside?—A. Simply for the reasons I have given; we have not had the clerkships to put them in. And then we never know absolutely whether we may or may not be able to drop them off; it is much easier to drop them off from the outside than from the inside; if a man once gets on the inside service, he is practically there for good.

By Mr. Stevens:

Q. Have any of these outside service appointments been individuals who have failed in their examination for the inside service?—A. There was no examination at that time; we did not require any examination. But we cannot put any one on now without the approval of the Civil Service Commission, either temporary or permanent.

Q. I suppose many of these were appointed before that regulation came into force?—A. They were appointed before.

By Mr. Boys:

Q. As I understand it the permanent officials cannot be dismissed without an Order in Council?—A. For cause.

By the Chairman:

Q. How many branches have you in your department?—A. We have a good many.

Q. I do not know that is of importance, we have a list of them on the first page of the report?—A. This statement I gave to the committee gives you all our branches: there is the Minister's office, the Deputy Minister's office, Inside Accountant's Branch, Expenditure Division, Inside Division—there are somewhere about twenty all told.

Q. How are the employees of your department housed?—A. They are badly housed, they are scattered, I think we are in fourteen or fifteen buildings in the city, from the Experimental Farm right down to east of the canal.

Q. What effect has that on the work of the department?—A. Very bad. It largely increases you see our messenger staff, which is quite large; that is due entirely or to a very large extent to the fact that the department is scattered in so many different places; it also makes it very difficult to supervise or keep in touch with the various departments.

[Mr. W. W. Cory.]

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Q. What supervision do you have over the employees as a whole—practical supervision, with a view to getting the best work done by them?—A. Personally I cannot exercise any personal supervision over the various branches, as you can understand, except in the way of visiting them occasionally, very occasionally, because my time is otherwise taken up.

Q. Is there any other official who exercises supervision?—A. Yes, the Assistant Deputy Minister, who goes around perhaps once a year. Then we have a man at the head of each branch who is the chief clerk, and he reports from time to time on the work of the branch which is under the Civil Service Commission; that is required. But I have to depend very largely upon the reports of the chief clerks, the heads or the chiefs of these branches.

Q. What is the nature of the report which they make? Is it on the individual employee or not?—A. They do not report very much on the individual employee, unless it is a matter of discipline or something of that kind, but they would report on the general efficiency and standing of the branch.

Q. But that is not conclusive evidence, I presume, that every employee in that branch is doing his or her fair share of the work?—A. If I were chief clerk of a branch I think I would be able to answer for everyone in that branch.

Q. The work of the branch might be well done, and still one, two or three of the employees of that branch might be doing little or nothing.—A. That is possible, but I do not think it is in the case of our department. I do not know whether it is in the others. I generally find that if a man has anyone in his branch who is not doing good work, it is results he desires, and he wants to get rid of them.

Q. How can he get rid of them?—A. Well, we make a trade, and try and find out if she or he can do better in another place.

Q. Are there any means for trading efficiency for inefficiency?—A. There are not many. There may be another branch of the service where the head of the branch may try to see if he cannot get better service out of them than the head of the branch in which they are engaged has been able to.

Q. Perhaps you might tell us what you know about absences recorded?—A. I was just looking over that statement, and I found that our people have charged up a great quantity of military leave, I think about 9,238 days, which should not have been in that statement because that is not leave of absence in the ordinary sense of the term.

By Mr. Stevens:

Q. But they are all marked, so that you can distinguish them?—A. Still while they are marked as military leave, the number of days is included in the total.

Q. But deducting that from the total recorded here would still leave about 14,000 days of absence for about 1,145 employees?—A. The epidemic of last fall increased our absences very materially; some of them are even going on yet, they are still on leave from last fall, not having yet recovered.

Q. That, of course, is in addition to the regular leave?—A. That is in addition to the regular leave.

By the Chairman:

Q. I notice there is a great difference between the various branches; in some branches practically every employee was absent more or less while in other branches comparatively few were recorded as being absent, can you give any explanation as to that?—A. No, I cannot give you the explanation for that; that is very largely a matter of the individual.

Q. Do you mean individual absentee or the individual in charge of the branch?—A. It is not the individual in charge of the branch, because he has not very much to do with that. If an employee gets a doctor's certificate, asking for two months, thirty days, or two weeks' leave, the head takes that and never questions a medical certificate. If he were to do so we would get nowhere.

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By Mr. Stevens:

Q. Supposing we had two branches: here is one branch which shows that practically every member was absent for a considerable number of days during the year and in another branch there are very few members of the staff absent; is it not natural and reasonable to say that the respective individuals in charge of those branches are of an entirely different type? One might not be the same type of individual as the other and would not that indicate that the responsibility rests largely upon the head of the branch?—A. I do not see how the head of the branch can govern it very well; if the absences are within the regulations laid down by the Civil Service Commission I do not see what he could do.

Q. How do you explain the fact that one group of employees composed of people of exactly the same disposition and the same type do not take as much sick leave as another group of exactly the same character?—A. Perhaps one branch has a great many more females in it than the other.

Q. I do not think it follows that that fact should make a difference?—A. Now take one of the branches that you were speaking about; take the mailing lists, there are only about three males in that branch, the rest are all females, and you run down that list and you start in with one who has six days leave of absence and another one has sixty, I assume that was influenza, I do not know, but run down the list and you will find that all the women have fairly generous sick leave and we cannot get away from that.

Q. That is not usual in commercial business to that extent, or to any extent; that there is such a large amount of absence among female employees?—A. I have not much experience in commercial life, or in any other way, I cannot answer regarding that.

By the Chairman:

Q. There is no epidemic becomes prevalent so easily in a large office as the epidemic or desire for a few days sick leave?—A. I realize that quite well. Now, here (indicating statement) is one woman who has 83 days; I know she is a woman who is in a very poor state of health; that has been her record in the office for a good many years, I think; she is not subject to superannuation; she has no friends or relatives with whom she can live; that is my information; it is a case of either carrying her on or letting her off.

By Mr. Boys:

Q. In any case every one on that list of absentees in each part of your department has been brought to your attention?—A. Every application for leave; either comes to me or to my deputy.

Q. Do you mean to suggest that if in one branch you find nearly every employee absent to some extent throughout the year, and that in another branch absentees do not exist to nearly the same extent, that does not arrest your attention?—A. If you were dealing with 1,145 people, and doing a great deal of other work in addition, and two or three applications come in for sick leave to-day, and probably you do not get any more for a week—

Q. You do not grasp my point. If you receive an application by doctor's certificate, you would see it and pass it by, and that is all there is to it. That is not what I was after. What I meant was, is there any quarterly list or yearly list, or anything of that kind?—A. Nothing of that kind, except what goes into the Civil Service Commission.

Q. Suppose such a list comes in and you find that under a certain superintendent the absentees were very numerous, and more or less regular with every employee, would that not cause you to make some inquiry?—A. That would cause me to make some inquiry.

Q. I have not seen the list the chairman refers to. He asked a question which raised this point, as to the fact that in some branches the absences were constant,
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and applying to practically every employee, while in other branches very few?—A. Yes, there is the Mailing Branch, for instance.

The CHAIRMAN: There is a large number of absentees there.

By Mr. Boys:

Q. With that list before you, does it not indicate that some investigation is required to ascertain why every single employee but one has been absent?—A. Yes, but some of the absences have been very small.

Q. How many under ten days?—A. Only two under ten days. This one is in the Secretary's Branch.

Q. The average is how many?

The CHAIRMAN: Thirty-seven.

Mr. BOYS: And that is apart from the usual holiday?

The CHAIRMAN: Yes.

By Mr. Boys:

Q. Now you find there is absence noted against every employee but one, in addition to the usual holidays, and does that not arrest your attention, and do you not think it calls for investigation?—A. The Mailing Branch is one that is not particularly important, and if there is a female that falls by the wayside, we generally send her over to the Mailing Branch.

Q. You mean through ill health or inefficiency?—A. No, not necessarily inefficiency. Take this case I am pointing to: She was formerly in the Lands Patent Branch, and she was put in this Mailing Branch, and here is another one 86½ days. I have no explanation as to that. I do not know anything about that personally. Then I find one 6½ days.

Q. It strikes me as indicating clearly that there is a head of that branch, whoever it is, that is decidedly easy?—(No answer.)

By the Chairman:

Q. Would you officially be prepared to give that as the explanation?—A. No, I am only giving estimations of those things I know.

Q. If you look at the Dominion Lands Branch, Deputy Commissioner's office, you see a condition there almost the same, excluding those absent on military service.—

A. The Deputy Commissioner's office, yes.

By Mr. Stevens:

Q. Practically every member was absent.—A. 17 days, 4½ days, 11½ days, and so on.

Q. Two sheets where practically every member had some sick leave during the year?—A. Yes.

By Mr. Boys:

Q. Two or three for military service, and two or three for only half a day?—A. Yes, 2½ days, 2 days, 3 days, 9 days, 14 days.

Q. That is a list that would attract attention from the standpoint we are discussing?—A. Ordinarily it would, but last year we had a great deal of sickness in our department.

Q. You think that may be due to the "flu"?—A. I think if you compare it with the year before you would not find anything like that.

By the Chairman:

Q. Many of these employees who have been absent were not of an age when influenza was likely to attack them. Men and women beyond forty-five years were

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not subject to it?—A. Not so susceptible, but we had many severe cases of men very much older than that.

Q. They would be exceptional cases?—A. Yes.

Q. But there were no exceptions in this; they were all absent?—A. There is one 57, only four and a half days, one 57 three days. There is one 49 absent eighty-one and a half days, and one 50 only nine days.

Q. One 66 absent 19½ days?—A. The older ones have not got the large leave.

By Mr. Boys:

Q. The older ones would be on the job, and the younger ones might be up the Gatineau?—A. I do not think so.

Q. I do not object to their having their holidays?—A. They are entitled to their holidays.

Q. This is too regular to be satisfactory?

Mr. STEVENS: I think it is.

Mr. BOYS: Mr. Cory is not in a position to explain that, and I think we ought to get the official who is in charge of that, and tell him we want to find out the whys and wherefores, and have him come here to explain the lists.

The WITNESS: This is a thing I did not come prepared to answer. The statement speaks for itself.

Mr. BOYS: Personally, I would sooner get it from the person responsible in the first instance. We might ask Mr. Cory to notify the officers responsible and tell them that we want them to direct their attention to the extraordinary list of absentees, and to inquire of each one the specific reasons for absences, and to come here on a certain date prepared to explain it all to us.

The WITNESS: I will do that.

By the Chairman:

Q. You might do that for 1918?—A. Yes.

By Mr. Douglas:

Q. When an application for leave of absence is made, it comes to you and is granted as a matter of course?—A. Not necessarily as a matter of course, but if it is sick leave and verified by doctors' certificates, we grant it, within the regulations of the Civil Service Commission.

Q. When you are considering the question of granting or not granting leave, do you look up the records? Are there records of absentees?—A. The records are all kept. No one is away for one day that the record is not there, but I do not call for the record and find out whether this party has had sick leave before. As long as they are within the Civil Service regulations and properly certified, we give them their leave.

By Mr. Stevens:

Q. When they apply for sick leave, do you think it would not be well to inquire how much sick leave they had this year?—A. That is all in the records of the Civil Service Commission, and it goes down to them.

Q. You would have that in your office?—A. They are the people who make the regulation. They have all this before them, and they have never yet called our attention to a case of excessive sick leave.

Q. If a person comes to you for sick leave and has a certificate of a doctor you grant the leave?—A. I do.

Q. Would it not be advisable for them in making that application to say, "We have already had 25 days or ten days of leave," and you might then have a little scrutiny of it if a person had a large number of leaves?—A. Mr. Foran could tell you

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what the regulations of the Commission are. For a certain number of years' service they allow so much, and then if they are away still longer than that they take it on half pay, and for certain period they get it without pay.

By Mr. Boys:

Q. That applies to all these men?—A. Yes, I do not know whether that was before us for 1917-18.

Q. They may have relaxed it?—A. I do not know if they did it for the "flu."

Q. While there are a lot of absentees, so far as the country is concerned, each would only be paid in accordance with the standing regulations?—A. Absolutely.

Q. Would it not perhaps meet this trouble if, when an application for leave was made, and a doctor's certificate was produced, it was also essential to bring at the same time a statement of all leave granted for the year up to that date?—A. That would be alright, but what am I going to do? I cannot say, because you have had say 25 days' leave you are not entitled to any more.

Q. If they are entitled to more leave, grant it, but if it was understood that they had already been off so many days?—A. I do not think I could take the responsibility unless it was covered by some special authority.

By the Chairman:

Q. I think the proper test should be, "Are you sick or not?"—A. We tried to adopt a check. We did not want to question a doctor's certificate, but we had Dr. Bryce, and when any extended leave was applied for, I had the parties appear before Dr. Bryce, and I never had Dr. Bryce turn down a single application. I have had application for three months' leave. The doctor would certify for one month, and then report and certify another month, so that it practically amounted to the same.

Q. There would not be the same difficulty with regard to applications for extended leave as in applications for a brief period, a few days at a time?—A. No.

By Mr. Boys:

Q. That check did not do any good?—A. No.

Q. There must be a remedy of some kind, because you will admit that if this was a commercial institute there would not be a list of absentees like that?—A. A commercial institute has certain liberties of action which a Government has not. It is entirely for the Government to say. If they passed a regulation that no sick leave should be granted, no sick leave would be granted, and possibly not so much would be asked for. But so long as it stands the way it is, I am not going to take the responsibility of questioning a doctor's certificate.

By the Chairman:

Q. Is it not largely in the hands of the head of the branch?—A. I cannot say that it is. The head of the branch possibly knows whether the person has been unwell or not, not up to the standard. But she comes along with a doctor's certificate and says, "I have to take a month's leave." What is he going to do? He simply concurs in that recommendation, or makes a statement that this person is not well and is entitled to leave.

Q. How do you think it would do if all these cases were allowed to be absent without pay?—A. My own impression is that a man or a woman never needs their pay more than when they are sick. If a person is really sick and requiring medical attention he is under a great deal more expense than ordinarily.

By Mr. Stevens:

Q. Would you consider it to be clear that the privilege of sick leave is being abused?—A. I think that in some cases, before the Civil Service Commission passed their regulation, it was, but I am not prepared even to say that.

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Q. Of course, I have no right to press you on that point, but to me—and I have been used to handling office staffs for a great many years—this report from your department, as also the report from the Public Works Department, demonstrates beyond all question that it has been flagrantly abused?—A. Very well.

Q. I am not saying that you are responsible for it; it is the system, and that is what we are trying to get at?—A. If you make a hard and fast rule, you are certainly going to do injury to some person. I do not know whether the Government would take the position and say, "We would rather put up with abuse in a few cases than do injury to a deserving case."

Q. It is not my desire to suggest that we do injury to a deserving case, but if the service generally is going to abuse the privilege and courtesy extended by the Government, then if there is no other way to remedy that, I certainly would adopt that method.

By Mr. Boys:

Q. Your point is that there are certain regulations, and that if they are too generous they should be changed, but that so long as they exist, you must abide by them?—A. That is the position exactly. I am not going to question a man or a woman's position certified by a doctor's certificate.

By Mr. Stevens:

Q. What do you think of superannuation?—A. I am very strongly in favour of superannuation on proper lines.

Q. Contributory or non-contributory?—A. What do you mean contributory?

Q. The employee contributing?—A. I fancy they do that in all cases. They did that under the old Superannuation Act. They contributed two per cent of their salaries. There are certain difficulties in that. There was a case in our department just recently. A man who had been 37 years in the service dropped dead, and all the widow got was a three months' gratuity, and not another farthing.

Q. That is on the basis to which I referred few moments ago?—A. On the same basis.

By the Chairman:

Q. How many are there in your department who, in your opinion, might with advantage to the department be retired at the present time on account of old age or of ill health?—A. I think we made a list of these some time ago. I do not think there are very many. I think perhaps that all told, there were 18 or 20 that were put on the list for superannuation or retirement in some form or another.

Q. Can you give us any idea as to how many others there are in your department that might be retired to the advantage of the department for other reasons, inefficiency, laziness, and so on?—A. When you have got 1,100 men and women in a department I think you will have difficulty in getting every one to stand on their toes all the time.

Q. Can you tell us if there are any; possibly they have not been brought to your attention?—A. I can only make a general statement and say I think there are some; but how many, I would not like to venture a statement. That was not the point we were dealing with when we made that other statement.

By Mr. Boys:

Q. Do you think that the service is in need of any improvement, or do you think that it is alright as it is?—A. It is very much better than it was. The method of appointment by the Civil Service Commission will benefit.

Q. You think it will benefit?—A. I think it is better than before though an academic examination is not always a test of a man's fitness for a certain class of work.

[Mr. W. W. Corv.]

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Q. We hear statements made from time to time that the service is overloaded?—
A. Are you quite certain that the people who make these statements know?

Q. The Minister of Public Works made it in the House of Commons?—A. He may perhaps know about his own department.

Q. I assume, of course, that there is some foundation for that statement?—A. I am quite willing to admit—

Q. We see men prominent in the Civil Service itself making these assertions?—
A. I have heard of that, but I do not profess to know.

Q. Do you take the position that such criticism does not apply to any branch?—
A. I would not say that it does not apply to any branch.

Q. Does it apply to a very small extent?—A. I think so, I make that statement.

By Mr. Stevens:

Q. What would you suggest to remedy that small amount?—A. There are only two things to do: let the inefficient out, or retire them in some way or other.

Q. Unless they were very old members of the service, it would not be advisable to retire them on a pension?—A. A great many of them are old.

Q. We are all agreed that in these cases there should be superannuation?—A. I am speaking of those who should be retired on account of their age. There are some who are not particularly efficient, but I do not know that there are any who are not doing a fair day's work.

By Mr. Boys:

Q. You heard the discussion we had with Mr. Desrochers on the peak load? Does that condition obtain in your department?—A. Not to the same extent I fancy as it does in other departments. We always adjust our staff, we borrow and transfer from one branch to the other. If we find that the staff cannot get through their work in the ordinary hours we make them stay till five-thirty or six, and we have found that to be the most effective way of remedying the difficulty.

By the Chairman:

Q. You are not overmanned—I am speaking particularly of the permanent staff?—A. We are perhaps overmanned a little, but not very much. Of course there were a great many of our officials volunteered and went overseas and we had to replace those men, and in some cases had to take on two men to do the work that one was doing before, but we are letting those temporaries out from time to time. But looking at it in that way we had to take on a lot of inefficient help and therefore to that extent we had more in numbers than we ought to have had, but that is adjusting itself as these other men are getting home. Of course there are a lot of new branches starting like the Soldiers' Settlement Board and other branches of that description which necessarily make a great deal of work.

Q. We are all anxious to know, Mr. Cory, as to whether the employees in the different branches of your department are busy all the time, or whether there is a great deal of time spent in idleness?—A. Not in our department.

Q. You are scarcely in a position to state definitely whether that is so or not?—
A. No, not in a general way.

Q. But there is no system of general supervision?—A. Not any more than that my assistant goes to these various branches from time to time and checks up the work.

By Mr. Stevens:

Q. The hours are pretty generally from nine to five with an hour and a half at lunch?—A. Yes.

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Q. Is there any check upon the dilatory employee?—A. Yes, I made a rule about six or seven years ago that any one who was late either in the morning or at noon on more than six days a month would lose a day's pay.

Q. Has that made conditions any better?—A. It has improved them very materially in our department.

By Mr. Boys:

Q. You really believe that your employees are kept fairly well employed all the year round?—A. Yes, there is no doubt of that.

Q. I am informed that in the various departments some of the girls not being fully employed have occupied their time in knitting and that they have been able, in the course of a year, when all their work was put together, to knit enough to uniform a small army.—A. That is not true of our department.

Q. I want to say that I admire very much the girl who occupies her spare time in that manner, but if that be the case it would be legitimate ground for criticism as to whether there was not too large a staff employed or they would not have had time to do it. For my part I would rather see a girl employ her spare time in knitting than to see her sit down and do nothing. You never heard of that being done?—A. I never heard of it in our department, if I had she would not be there to do the knitting.

By the Chairman:

Q. What have you to say about salaries in your department?—A. Our salaries are away too low.

Q. For what class of employees?—A. For all the underpaid officials.

By Mr. Boys:

Q. Can you say whether or not the stenographers are paid a great deal more than in business houses?—A. The stenographers have recently been getting more than they used to get; a senior stenographer now gets \$1,000 to start with; formerly that was not the case.

Q. Formerly that was not the case?—A. We used to put on our girls at \$500 and I do not think any one will say that \$600 is too much for an efficient girl.

By Mr. Stevens:

Q. When you spoke of the salary being too low for the underpaid you were speaking of the lower grades?—A. Take generally, the clerical staff. The stenographers are now in a better position but I think the general scale is too low, of course the bonus is helping out thing very materially.

By Mr. Douglas:

Q. How will that be in comparison with commercial institutions?—A. I think it is too low. I cannot speak with regard to commercial institutions, I have not had any experience in them, I have clerks who go into commercial business from time to time.

Q. Do you lose many people who go into commercial business?—A. We lose a great many people every year on account of that.

Q. They can get higher salaries outside?—A. Very much higher salaries.

By the Chairman:

Q. Take the Geodetic Service, I do not know whether you are familiar with that branch or not, they employ a number of men who are graduate engineers, some of them D.L.S. men who are drawing salaries of \$1,200.—A. \$1,200.

Q. What do you think of that salary for a man who is a D.L.S.?—A. I do not think that is all, you will find that that man draws \$1,200 during the time he is in the office in the winter, but he gets a per diem allowance while in the field, in the summer, of perhaps \$7, \$8, \$9, or \$10 a day.

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Q. I did not understand that.—A. I mean that a man goes on at \$1,200, and he draws his \$1,200 while he is in the office in the winter time and when he goes out in the field, in the summer, he gets a per diem allowance when he is in charge of a party.

By Mr. Stevens:

Q. He gets an additional allowance over and above the \$1,200?—A. Yes, of say \$8 or \$10 a day.

Q. He gets \$100 a month plus a per diem allowance?—A. Yes, I think that is so.

Q. Now there is a general complaint by the Canadian Society of Engineers that engineers in the service are very much underpaid.—A. We have no difficulty in getting them, that is all I can say.

Q. I suppose they have to work. I happen to know of a half dozen engineers, returned soldiers who have been overseas, who would be very glad to get work to-day, they are my own personal acquaintances in my own town, men having years of training in engineering, probably two or three years field experience and they will get \$1,500 or \$1,600 while the stenographers will get as high as \$1,200.—A. Not on appointment.

Q. Not on appointment, but stenographers who are far younger in experience and in years than the engineer who has field experience. Does not that seem to be a very unfair discrimination against the professional man.—A. It is, but take the Dominion land surveyor, he is exactly in the same class.

Q. Exactly, but what I am getting at is that these technical men after years of study and training and some years in practical work are getting in some cases much less than the ordinary clerks.—A. I am not saying that is right, but we are simply guided by circumstances.

By the Chairman:

Q. The new classification will perhaps remedy that.—A. Yes, I think so.

Q. I notice here that you have a map-making department, a forestry branch, and probably others, and on both these lines of special work other departments are doing similar work.—A. You mean overlapping between departments?

Q. Yes. How many branches of work are done in your department that are also carried on in other departments?—A. I fancy take engineering generally, take surveying, take map-making, take levelling,—oh I could not answer that just off the bat.

Q. And there is the forestry branch?—A. With regard to forestry I do not think it interferes with anybody. I do not know that any other department is doing forestry work except the Conservation Commission which is not supposed to do any practical work, they are simply investigating. There was some little overlapping in our own department in various fields of engineering, such as the Water Powers and Irrigation, and then there is the Surveyor General's Department and the Dominion Observatory. It was absolutely impossible to avoid a little overlapping, but we have adjusted it within the last few years, so that I think it is reduced to a minimum.

Q. Is there any special reason why this work should be done under your Department while other departments are doing similar work?—A. No, unless we can do it better than others.

Q. As against putting all this work in one branch.—A. That has been suggested various times, but we never got anywhere near it.

Q. Why?—A. There is too much jealousy between the departments. Everyone is trying to steal something from somebody else.

Q. It is not a matter of lessened efficiency by co-operating departments?—A. No, but there has been a movement along that line for co-ordinating them. I think we have the best map-making branch in the Service. All the maps could be made through that branch, with a little enlargement. We have the Geographer's map, we have the Surveyor General's map, and the Map-making Branch.

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By Mr. Stevens:

Q. Do not the different branches in your Department make their own maps?—A. No. The Map-Making Branch makes what we call a cheap commercial map, a map that we can very well distribute. The Geographer makes a high-class map, such as the large eight-sheet map of the Dominion, and shows the various provinces. The Surveyor General deals very largely with the townships plans. They subdivide land and make the township plans.

By the Chairman:

Q. Each Department makes its own map?—A. Yes, the Surveyor General makes a map. He has a printing establishment where he prints his own plans. The Geographer has no printing plant. His work has to be done through the Printing Bureau, as well as the commercial plans. We have all those. The material is prepared and got ready and it is printed outside.

By Mr. Douglas:

Q. Have you a Purchasing Department?—A. No, we purchase everything through the War Purchasing Commission. We have a Stationery and Supply Branch, but no Purchasing Department.

Q. What staff has the Supply Branch?—A. It has a very large staff. I should think possible half a dozen or a dozen.

By Mr. Stevens:

Q. On page 13 we find the supplies and stationery?—A. Yes, there are 11, and one is a messenger. There is a clerk in charge of printing, an assistant clerk, requisition clerk, and so on. I also represent the Immigration Department, if you have any thing to ask with respect to that Department.

The CHAIRMAN: I do not know that we are prepared to-day to take anything as to that.

By the Chairman:

Q. There is the Mailing room, the Deputy Commissioner's office. I notice the Land Patents Branch is just about as bad. Perhaps if two of these officers were sent up it would be sufficient.—A. I fancy that perhaps one explanation would cover them all. But if you want those three I will have them.

Q. I think we had better have two?—A. All right.

Q. The Deputy Commissioner's office and the Land Patents Branch?—A. Yes.

By Mr. Stevens:

Q. Is that Dominion Lands?—A. Yes. The Land Patents Branch is where the patents are issued.

By Mr. Boys:

Q. If there is any doubt about it send the three of them?—A. I can send the three.

By the Chairman:

Q. Have you any special statement to make with regard to the Immigration Branch?—A. I have a statement prepared. It is a very small service. The leave is pretty well held down in that, I see.

Witness discharged.

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Mr. WILLIAM FORAN, SWORN:

By the Chairman:

Q. What is your position?—A. Secretary, Civil Service Commission.

Q. How long have you occupied that position?—A. Appointed 1st September, 1908.

Q. On the organization of the Commission?—A. Yes, the establishment of the Commission.

Q. I think in a request we made for your attendance, in connection with superannuation, we asked for special information?—A. Yes.

Q. Could you just give the committee, briefly, a statement in respect of that? A. I suppose you have a copy of the Order in Council?

Q. No?—A. I had better read the Order in Council to you, upon which we made this report to the Government, passed on the 17th of April, 1918. It reads as follows:—

WEDNESDAY, the 17th of April, 1918.

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL.

Whereas there are employed in the Inside and Outside Service a number of officials who owing to advanced age, failing health or lack of experience and ability, are not capable of rendering efficient service to the State;

And whereas owing to conditions created by the war resulting in the cessation of work in several branches of the public service, numerous officers are now employed whose services are not required;

And whereas it is desirable in the public interest, as well as in the interest of the public service, that provision be made for the retirement of such of these employees as may be deemed advisable;

And whereas the provision made by statute for the superannuation or retirement of employees is not in all cases sufficiently wide to include certain classes of officials who should be retired;

And whereas it is desirable to take steps to make certain that no undue hardship shall result in the case of any of the employees who may be retired;

Therefore His Excellency the Governor General in Council, for the purpose of arranging for the retirement of such employees and of making reasonable provision for such as may actually require assistance, and under and in virtue of the powers vested in His Excellency in Council by the War Measures Act, 1914, or by any other enabling authority, is pleased to order, and it is hereby ordered as follows:—

1. The Civil Service Commission shall prepare and submit to the Governor in Council for approval a list of all officers to be retired and the dates to be fixed for their respective retirements.

2. The Civil Service Commission are hereby authorized to report to the Governor in Council for approval, the conditions under which each such employee should be retired, including the provision, if any, that should be made for any such employee.

3. In case any special provision is to be made for any such employee, it shall be confined to one or more of the following forms:—

- (a) The granting of an annuity.
- (b) The granting of a lump sum gratuity.
- (c) The granting of a lump sum gratuity and an annuity.
- (d) The granting of an annuity or a lump sum gratuity in addition to the amount an employee may be entitled to from the Retirement Fund.
- (e) The granting of a superannuation allowance.

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4. The necessary legislation to carry out the purpose and intent of these recommendations to be prepared by the Minister of Finance for submission to parliament during the present session.

(Signed) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Upon receipt of that Order in Council, we circularized the deputy heads calling their attention to it and asking them to send in at once a memorandum setting forth:—

- (1) Name of Official, date of entering the Service, and length of service.
- (2) Age on entering the Service, and present age.
- (3) Nature of duties.
- (4) Reason why retirement is considered desirable.
- (5) In the event of retirement, will vacancy require to be filled, or can duties be performed by other members of the staff.
- (6) What examination (if any), was passed on entering the Service or subsequently.
- (7) If under Superannuation Fund.
- (8) What amount would be drawn from Retirement Fund.
- (9) Should any special provision be made upon retirement? If "yes", which of the following forms should it take:—
 - (a) The granting of an annuity.
 - (b) The granting of a lump sum gratuity
 - (c) The granting of a lump sum gratuity, and an annuity.
 - (d) The granting of an annuity or lump sum gratuity in addition to the amount to be drawn from the Retirement Fund.
 - (e) The granting of a superannuation allowance.

I am to ask further that you will be good enough to add a memorandum stating whether there are any officials of your Department over the age of 65 years, whose services should be continued, and if so, giving your reasons in each case.

The object in making that suggestion was to give the Deputies an opportunity of stating whether they had men over 65 years of age whom they thought should be retired. The memorandum continued:—

I may add that as new legislation must be submitted to Parliament this Session to give effect to the recommendations which may be made by the Commission with respect to this proposal it is imperative that this matter should receive the immediate attention of the Departments. It is hoped that the reports received will be such as to reassure the Government that every effort has been made to accomplish the object contemplated.

That intimation was: Here you have an opportunity of doing exactly what you complained you could not do for years.

By Mr. Boys:

Q. What is the date of that letter?—A. 20th April. We said: Here you have an opportunity of sending to the Civil Service Commission a list of those employees and of letting the Commission take the responsibility of recommending their retirement. We went into the matter, after getting these reports, but the session closed without any provision being made for the payment of the allowances we proposed to recommend.

By Mr. Stevens:

Q. When did you make the report?—A. We were prepared to make the report in time. We made our report. This is dated March 21st, last. We made our report to the Government, and they brought in a Bill, gave it first reading, and then withdrew [Mr. William Foran.]

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it. It provided that any sums recommended by the Commission should be paid out of the Consolidated Revenue, but they were not in a position to state definitely what that amount would be. There was a feeling that it might run into a large sum, and so they did not think it advisable to pass the legislation. There was therefore no way of taking care of the number recommended for retirement. I will read our report so that you will see that we suggested that those who came under the Superannuation Act should be retired as a matter of course, and also that a number of those who had quite a substantial sum to their credit in the Retirement Fund should be retired because it would involve no hardship. There was another class of employees who had been contributing for only a short time, and whose salaries were small, and some who had not been contributing at all. We made a recommendation to take care of that class.

By the Chairman:

Q. Is there any objection to this being made public, or do you submit it simply for the use of the committee?—A. I understand that the Government considered this and thought it was a proper thing to hand over to you. I do not see any objection to the report being made public, but the names of those recommended, should, of course, be withheld.

By Mr. Boys:

Q. The question as to whether this should be given to us has been submitted to the Government?—A. Yes, the Government thought it was a proper thing for this committee to take up. This was not suggested as a basis for any permanent scheme, but as a basis for taking care of the situation which the Government asked us to inquire into and report upon. This is the report that we made to the Government.

By Mr. Douglas:

Q. Does it apply to the outside service as well as to the inside?—A. It applies to the inside only because we did not have sufficient information with regard to the outside. But it could be applied to the outside; the same principles would hold good. This is the report (reads):

By the terms of an Order in Council of the 17th April, 1918, P.C., 804 (Appendix A), the Civil Service Commission was instructed,

1. To prepare and submit to the Governor in Council for approval a list of all officers who, owing to advanced age, ill health or lack of experience and ability, were not capable of rendering efficient service to the State and should, therefore, be retired in the interests of efficiency and economy, and,

2. To report to the Governor in Council for approval the conditions under which each employee should be retired, including the provision, if any, that should be made for any such employee.

In order to carry out these instructions, the Commission requested the several Deputy Heads of Departments to cause a memorandum to be prepared and forwarded to the Commission, giving a complete list of all officials in their respective Departments, whose retirement from the Inside or Outside Service, for the reasons specified in the aforesaid Order in Council, they considered to be in the interest of economy and efficiency in the Public Service, adding in each case, the necessary particulars as to age, length of service, and reason for recommending retirement, etc., and further requesting an expression of opinion as to the adequate provision which should be made in each case to "make certain that no undue hardship shall result from such retirement." The Deputy Heads were further requested to add a memorandum to their report stating whether there were any officials in their respective Departments over the age of sixty-five years whose services should be continued, adding the reason for such recommendation.

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In response to this request a report was received with reference to the officials in the Inside Service from all the Departments of the executive government with the exception of the Post Office Department, the Department of Inland Revenue, and the Department of the Secretary of State, and also from the offices of the Auditor General, the Clerk of the Privy Council, the Governor-General's Secretary, the Public Archives, the Commission of Conservation and the Civil Service Commission.

The report from the Department of Customs, Finance, Indian Affairs, Marine, Public Printing and Stationery, and Railways and Canals, also supplied the desired information with respect to the Outside Service. The Department of Inland Revenue reported on the Outside Service only and made no report on the Inside Service.

The available data with reference to the Outside Service is not therefore complete enough to enable a satisfactory detailed report to be made at this stage, though the principles of the scheme set out in the following pages will apply to both branches of the Service.

Dealing then with the reports upon the Inside Service, the Department of Insurance and the offices of the Auditor General, the Civil Service Commission, the Commission of Conservation and the Royal Northwest Mounted Police reported that they had no officials over the age of sixty-five years, and none for retirement. The Departments of Labour and Public Printing and Stationery, the Public Archives, the Governor-General's Secretary's office, the Library of Parliament and the Privy Council reported that they had no officials to recommend for retirement though in each of these Departments and offices there were one or more officials over the age of sixty-five years whose services were recommended should be retained.

The reports furnished by the remaining Departments showed that there were 98 officials recommended for retirement, but of these two have since died, leaving 96.

To take their places it was reported that 26 new appointments would be necessary.

The details of this summary, by Departments, will be found in Tables A and B herewith.

An analysis of the reports shows that of those proposed to be retired, a certain number had subscribed to one or other of the Superannuation schemes still operating, and were entitled to a definite amount of superannuation, and it would therefore appear that they might properly be dealt with by granting them the superannuation allowances to which they are entitled, in accordance with the Act; and in addition a gratuity equivalent to, say, six months' salary. In every case the superannuation allowance formed a substantial proportion of the present salary, in only one case falling below 50 per cent. Therefore, as superannuation allowances average, the provision would be substantial.

That is, the men who came under the old Superannuation Act, who were paying two per cent of their salaries and who were entitled after a certain length of service, after 35 years, to 70 per cent of their salary. There was no difficulty in those cases. We simply let them out, but it appears to be a case of who is going to take the responsibility.

The remainder of those recommended for retirement had subscribed to no superannuation scheme and it is therefore necessary, under the instructions of the aforesaid Order in Council to formulate some scheme setting forth the condition under which each such employee can be retired, including the provision, if any, that should be made for any such employee.

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The periods of service of these officials are, for the purpose of the said scheme, divided into three classes.

(a) Periods of service for which contributions were made to Retirement Fund, said contributions not having been withdrawn.

In 1898, the old Superannuation Act was repealed, and in its stead a Retirement Act was adopted. A great many employees who were formerly not contributing to the Superannuation Fund at all came under that Retirement Act so that in their case there would be a period during which they were contributing to the Retirement Fund, that is after 1898. Previous to 1898 they were contributing to no scheme.

By the Chairman:

Q. Are contributions to the Retirement Fund compulsory?—A. Yes, the Act of 1898 provided that 5 per cent of the amount of the salary should be deducted and placed to his credit, with 4 per cent interest per annum compounded, and he gets it when he retires.

(b) Periods of service for which contributions were made to the Superannuation Fund, the accumulated amount having been transferred to the Retirement Fund.

(c) Periods of service for which no contributions were made to either Superannuation or Retirement Fund (including in this class periods of service for which contributions were made to either fund but withdrawn.)

In considering the treatment to be accorded these employees, some differentiation should be made as to the periods of service above referred to and also it is considered that regard should be had for the relation of these benefits to the benefits granted to employees entitled to Superannuation for which contributions were made. On the other hand it seems to be advisable that the treatment accorded them should establish no undesirable precedents which might bind the Government to any particular procedure or plan of superannuation should, at a later period, a scheme for the whole service come up for consideration. At the same time, the general tenor of the aforesaid Order in Council has to be born in mind.

That is, the terms of the Order in Council said that we had to provide a scheme that would not inflict hardship on any employee and it was in that light we prepared this scheme.

In respect to periods of service, for which no contribution had been made to any fund, or if made withdrawn, it would doubtless be considered unfair to grant superannuation allowances on the same basis, as to those who contributed to the Superannuation Fund. It, therefore, appears equitable that for such periods of service, the benefit should be less than determined in accordance with the Superannuation Act. Where contribution had been made to the Retirement Fund, being on a higher basis than the contributions to the Superannuation Fund, it is thought fair that such periods of service should count for a greater proportion than periods of service under the Superannuation Act. It at least appears expedient to do so with a view to carrying out the spirit of the aforesaid Order in Council, as these employees have, in general, shorter periods of service, than those entitled to superannuation. It, however, does not appear quite fair to give full weight to the additional contribution, as contributors to the Retirement Fund have had the right—on withdrawal from the service—to the full accumulated amount of their contributions, or, in the event of death the amount would have been available to their dependents, an advantage not granted to those under the Superannuation Act.

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In deciding on a salary basis for determining benefits under a general superannuation scheme, it appears equitable, in the present instance, having in view the purport of the aforesaid Order in Council to base the benefit on the average salary of the last ten years of service.

Under the Superannuation Act it was for the last three years.

This would, generally, give a lower average salary than that used to determine benefits under the Superannuation Act, which would tend to make the benefits comply with the general conditions set forth in the second last preceding paragraph.

For periods of service for which no contribution had been made to the Retirement Fund, or to the Superannuation Fund, or if made to either, withdrawn, it is suggested that the benefit be one-sixtieth of the average salary referred to above for each year of such service, and for periods of service for which contributions were made to the Retirement Fund and not withdrawn on the basis of one-fortieth of the said average salary, the maximum benefit in no case to exceed two-thirds of the said average salary. In addition a gratuity might be given, possibly smaller than to those entitled to superannuation. As an alternative, of course, an employee would be permitted to withdraw the amount to his credit in the Retirement Fund in place of the gratuity and superannuation allowances referred to, but clearly, he should not get both.

That is you take the case of a man who would have \$300 to his credit in the retirement fund; our proposal is that we say to him "you can take that \$300 or you can take what we provide for here in the way of superannuation, but you cannot get both."

By Mr. Stevens:

Q. When you allow a man to take what money he has accumulated in the retirement fund you allow him interest?—A. Yes, four per cent interest compounded.

By Mr. Boys:

Q. Of course as far as that is concerned, that is his own money?—A. Yes.

Q. I do not see why that should interfere with any other provision that should be made?—A. There is this view taken by some of the Deputy heads of the departments that these men are not in exactly the same position as those who are under the superannuation or the retirement fund; in the case of a man who is declared to be inefficient and we will say he has got \$1,500 to his credit in the retirement fund, and the Government says it would be a hardship to throw that man out, as they could do under the provisions of the fund, and simply pay him the \$1,500 to his credit, but under our proposition they say "We will retire him on a pension." Now that man cannot expect to get that \$1,500 as well as the pension, because the Government is offering him something in lieu of the money he has got in the fund.

Q. Let us take the case of a man that has not been in and did not contribute anything to the Retirement Fund, you would give him a pension?—A. Yes.

Q. And he would get the same pension as the man who had been contributing to the Retirement Fund?—A. Not the same, but pretty nearly the same.

Q. Why would he not get the same?—A. Because he gets one-sixtieth instead of one-fortieth. The man who is under the Superannuation Act gets one-fiftieth and the other man gets one-sixtieth.

Q. I find it difficult to see why where that man has been paying in his own money and getting four per cent on it, he should not be entitled to get it back again, as a matter of fact it is his own property and why should he not get it back, and treat both classes of men alike?—A. You think he should be allowed to draw his money out?

Q. It does appear to me that it is just the same as if he had been paying an insurance company?—A. We had to take into consideration a lot of circumstances

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such as those where men have been in the service for a number of years contributing to the retirement fund. -

Q. If he made that contribution voluntary with the knowledge that in the end that would be considered a part of his superannuation I would agree with you, but if he made it compulsory without any such understanding I cannot see on what equitable basis you can deprive him of that or take it into account in the case of some other man who has not been doing so and who is getting just as large a pension?—A. You are giving him something, he is not expecting, you are giving him a pension for life.

Q. But you are also giving a pension to the man who never contributed to the retirement fund?—A. Supposing a man who is under the Superannuation Act is retired he gets what he is entitled to under the Act, and in the case of a man who is on the retirement fund he gets what he is absolutely credited with when he goes out, but here is this other class of employees who have paid into no funds at all and the object which we have in view is to deal with them. Now if you pension the man and give him what he has in the retirement fund as well the other one would claim that there has been discrimination.

By Mr. Redman:

Q. Has something been deducted from their salaries all these years of service, under the Superannuation Act?—A. Yes, there was a Superannuation Act which was repealed in 1898, previous to that time all the employees paid 2 per cent of their salary and after ten years they were entitled to superannuation if incapacitated for work or if the Governor in Council decided that it was in the interests of the public service that they should retire, they were allowed for ten years one-fifth of their salary.

By the Chairman:

Q. They were all contributing to that fund?—A. Those that were in the outside service were not in it, or only a small portion.

Q. That was for the inside service?—A. Yes, the inside permanent employees.

By Mr. Redman:

Q. What happened when that was repealed?—A. The retirement fund was established under which 5 per cent of the salary was taken and 4 per cent interest was allowed on that.

Q. What happened to the money that was in the fund in 1898?—A. In 1898 any man under the old Act had the privilege of selecting whether he would continue under that Act or whether he would come in under the new Act and if so all the money he had put in would go to the retirement fund.

By the Chairman:

Q. All have to contribute so that there will be no discrepancy?—A. Yes, except that in connection with this scheme, we have considered a class of employees that have not contributed at all.

Q. What class?—A. Those in the outside service.

Q. Those that are not in the inside service?—A. No, not in the inside service; so that I say if you take and give a man who is under the old Superannuation Act what he is entitled to, or give to a man who is on the retirement fund what he is entitled to, and then you pension a man who has contributed to no fund you have no fear of claim of discrimination on the part of these other men.

Mr. Boys: That is exactly my point. Are all the employees in the inside service contributing now?—A. To one fund or the other.

Q. I did not appreciate that fact?—A. Yes, they are contributing to one fund or the other.

"In estimating the cost of superannuation and comparing the same with the present salaries in order that a reliable conclusion may be reached as to the

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monetary gain or loss which would result it may be properly assumed that in the absence of any adequate provision for their retirement the officials in question should retain their positions in the service until death removes them. It is the absence of such provision which has led in the past, and up to the present moment, to the continued employment of a number who in their own interest and in the interests of efficiency and economy in the service should have been retired. As therefore their salaries would continue until they die, or the proposed annuities would continue for a similar period, a correct statement of the annual difference in cost will be obtained by comparison of the aggregate present salaries with the aggregate of the proposed annuities.

The data which was furnished by the departments did not indicate during what proportion of the term of service the officials in question had contributed to the Retirement Fund and during what proportion of the said term they had not done so. It has not therefore, with the information available to the Commission, been possible to prepare the exact estimate of the cost of putting into effect the superannuation scheme outlined in the preceding pages of this memorandum. A calculation has, however, been made of the cost based upon the rate of one-fiftieth of the average salary for the last ten years of service and without considering whether or not contributions had been made to the Retirement Fund during the whole or only a portion of the said period of service.

This calculation worked out in detail in the tables immediately following show the following particulars respecting the seventy officials recommended for retirement who are not participants in either existing Superannuation Fund.

Average age.	66
Average years of service.	27
Aggregate present salaries.	\$123,850
Aggregate proposed annuities.	57,533
Annual difference.	\$ 66,317

Percentage of salaries that superannuation represents, 46 per cent.

Of these seventy officials the departments report that nineteen would have to be replaced.

The aggregate present salaries of these nineteen officials is \$28,850, but the initial salaries of new appointees might be reasonably estimated at a third less or say \$20,000, leaving a net annual saving of \$46,000 after every official has been superannuated with adequate provision for his old age, and all appointments made where such are required.

It should also be noted that these seventy officials have contributed over \$65,000 to the Retirement Fund, and this would be surrendered to the Superannuation Fund by all officials who became annuitants.

Turning to the second class of those recommended for retirement, viz., those who have contributed to a Superannuation Fund, the following particulars are shown:—

Number recommended for retirement.	26
Average age.	68
Average years of service.	35
Aggregate present salaries.	\$59,900
Aggregate annuities.	40,440
Annual difference.	19,460

Percentage of salaries that superannuation represents, 67½.

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Of these 26 officials the departments report that 7 would have to be replaced. The average present salaries of these 7 officials is \$11,600. The salaries of new appointees would be approximately a third less, or say \$8,700, leaving a net annual saving of over \$10,000.

It will therefore appear that the superannuation of 96 officials recommended for retirement would cost \$100,000 as against their present salaries of \$183,000, an annual saving of \$83,000 less \$29,000, the estimated salaries of 26 new appointees, leaving a net saving of \$54,000 to which should be added the increased efficiency of the re-organized staff.

Now in all these cases we give you the names of the individuals, their age, service, salary, present and average, and superannuation, and what they have paid in, and what they would be entitled to. Here are the facts in regard to the 98 men. A number of these come under the old Superannuation Act, and might have been retired before this if the Department wanted to go ahead with the matter, but they thought it better to leave it in the hands of the Commission. So far, nothing has been done in the matter.

Q. Would it not be possible for you to give us a statement of this without appearing personally in the matter?—A. Yes.

Q. Or would it be better to have you appear personally?—A. I could get half a dozen copies made of this.

By Mr. Boys:

Q. Without the schedule of names?—A. Yes, of the whole scheme. This scheme was submitted to the deputy heads before we submitted it to Council, and we have the opinions of all the deputies. I think I might make a resume of these opinions, and you would simply know that they were deputies, without disclosing their names.

Q. Yes, but have you any information as to why the balance of those over sixty-five have not been recommended? There is a hundred or so that have not been taken into consideration.—A. I suppose it is because the Deputy did not feel like giving the names. There is that feeling. That kind of thing will not be possible in the future at all, because we make an annual report on the work of every department. In connection with your work here, it might not have been a bad idea if you get the Commission's report to start with, to see exactly what work we were undertaking, because it is pretty much along the lines we require. This overmanning and overlapping will be inquired into and dealt with. We have been trying to control the sick leave, and we can tell you some of the difficulties we have been up against, even with our friends of the medical profession; so that we have been dealing with and giving a great deal of thought to all these questions, more so than the departments, because the departments are now looking to the Commission to handle the matter, and in connection with future Committees of the House. I think you will find it will only be necessary, in regard to the public service, to deal with the Commission, because they will be responsible for all these things, such as leaves of absence, salaries and promotions.

By the Chairman:

Q. We had a special object, because we wished to know from the officials themselves what they were doing in this line.—A. In regard to any changes that have been adopted by the Commission and put into effect, we have really not had a chance to see the results as yet. With regard to the leaves of absence, we have controlled leaves of absence ever since December last, and practically we have had no control since then, because we have been too busy with other things. We framed a set of regulations governing leaves of absence, and we allowed the departments——

[Mr. William Foran.]

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By Mr. Redman:

Q. They are not working very well?—A. No, there is that disposition on the part of the employee to look at the scale of sick leave, and to say, "Well, last year I did not get any sick leave." They forget that it is a leave of absence for a specific purpose and then it is a matter of having proper control of the medical examination.

By the Chairman:

Q. Which is not easy?—A. Which is not easy. We tried to confine the examination to a number of doctors in the city, making them responsible to the Commission, and we had a great deal of trouble with the medical profession. An indignation meeting was called and a resolution was passed; so we decided to take a standard form.

Witness discharged.

The Committee adjourned.

THURSDAY, June 5, 1919.

The Committee met at 11 o'clock, Mr. Steele, in the chair:

The CHAIRMAN: We have Mr. Desrochers here again this morning.

Mr. R. C. DESROCHERS: Secretary, Department of Public Works:

By the Chairman:

Q. You have already been sworn. You were to bring a statement with regard to leave of absence in your branch?—A. I have brought the statement you asked for.

Q. You may give a statement to the committee of the facts?—A. The statement that was prepared previously did not precisely indicate the employees who were absent, and since then, this statement has been prepared which gives very full details as to the causes of absence. There is a number of extended absences in this list for periods of over 100 days, and the cause of absence in these cases is given. In one case, for instance, the cause was pulmonary tuberculosis. That was a case of 112 days' absence.

Q. What is the total number of days' absence?—A. The total absence for the staff in my branch during the last fiscal year was 1,729 for forty-nine employees. My staff consists of 59 employees. The average absence would be 35 days. The average would be reduced, taking into account the total number of employees who had no absence during the year, ten.

By Mr. Redman:

Q. Were those temporary?—A. No, they are all permanent employees. In the previous fiscal year, 1917-18, there were 50 employees with absences charged against them totalling 1,345 days. That would be an average of 27 days for the employees that had absences charged against them. This average is greatly reduced if we deduct the extended absences.

Q. We will go into that later; give us a general statement first?—A. If you deduct the absences of over 90 days, there are eleven. For the 39 remaining the average is 9 days, only. There are eleven employees whose absences of over 50 days would average 90 days. That is among the eleven. That would reduce the general average to only 9 days. Carrying this calculation over the last fiscal year, and deducting the ten employees absent over fifty days, whose total absences are 116 days, that would reduce the average for the remaining 39 employees to 13 days, a very much lower average than would be indicated if you allowed the extended absences to remain on the list. Influenza is the cause of absence in the case of 15 employees, a total of 394 days.

[Mr. R. C. Desrochers.]

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By Mr. Mowat:

Q. That averages what?—A. 26 days.

By the Chairman:

Q. What is the total of absences due to other causes?—A. I have not calculated that. 1,335 out of a total of 1,729 days for the present fiscal year would be for other causes, and 1,331 would be for other causes in the present fiscal year; that is, deducting the influenza cases. That is the information which I think you desired to have.

Q. 39 employees absent under 50 days give a total of 569 days. Of these, 394 days' absence were due to influenza. Is that correct?—A. No, the 394 is not deducted from the 985.

Q. This statement is for 1918-19. In 1918-19 10 employees were absent over 50 days?—A. There would be no influenza patients in that number.

Q. Leave that out of consideration, there are 39 employees absent under 50 days, a total of 569 days?—A. Yes.

Q. Of these influenza caused 304 days' absence?—A. Yes, that would account for that.

Q. That would leave 175 days due to other causes than influenza?

By Mr. Mowat:

Q. 39 out of 175?—A. Yes. On the face of it, it looks very strong, but on analysis—

By the Chairman:

Q. That does not take into consideration those who were absent on extended leave? For 1917-18, omit those who were absent for 50 days; there were 59 who averaged 9 days absence?—A. Yes.

Q. So that the absences that year, or at least many of them, were not due to influenza. The number who were not afflicted with influenza was greater than those who were not afflicted with influenza last year?—A. Yes, this statement gives in detail the cause of absence.

By Mr. Redman:

Q. We might have the details of the 11 who were absent over 50 days?—A. The first on the list is one of 112 days' absence. It was a case of moderate form of pulmonary tuberculosis. That accounts for 75 days' absence, influenza 20 days, tonsillitis 5 days, and 12 days in shorter periods where no certificates were required.

By Mr. Mowat:

Q. Is that allowed?—A. Yes.

By the Chairman:

Q. Does that lady come to the department at all?—A. She is a regular attendant when she is well.

Q. Has any objection been made by the other clerks?—A. There has been no objection.

By Mr. Mowat:

Q. That is probably due to their good nature rather than to their good judgment?—A. Probably.

By the Chairman:

Q. Do you think that any person like that should be excluded from the office?—A. I think so; I think it is a menace to the other employees of the department.

[Mr. R. C. Desrochers.]

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Q. I think it is strictly contrary to the spirit of the health regulations of the province?—A. Yes, it rests with somebody to take the initiative, to make a move. It is very difficult to recommend dismissal.

Q. What is the next one?—A. The next one was absent 228 days. This man has arterio-sclerosis with high blood pressure. This is the case I told you about last time, a very serious case. We are pretty sure that he will not return to the department.

By Mr. Mowat:

Q. What did you say his age was?—A. 43.

By the Chairman:

Q. How long has he been in that condition of health?—A. For two years probably, or a year and a half. He has come into the department on and off, dragging himself there to try and keep up his attendance.

Q. He is now on leave without pay?—A. Without pay. The next case is one of 150 days' absence; cause chronic bronchial asthma.

Q. How long has he been absent?—A. 150 days, and he had some absence during the year previous to this from the same cause.

Q. I see his salary is \$2,800, and he is 55 years of age?—A. Yes. He is now at the office, and on the road to recovery; he is almost as well as ever. He is regularly in attendance now.

By Mr. Redman:

Q. Do they get paid for these periods of absence?—A. Some of them. The one I spoke of previous to this one is without pay.

Q. It depends on the length of service?—A. No, it depends on the length of leave which the regulations will allow. These regulations allow pay for a certain leave.

By the Chairman:

Q. What is the next one?—A. A case of nervous lesion. This employee is in pretty bad shape. The next one is 227 days, neuritis and neurasthenia. That clerk is back at the office now in regular attendance, and I think he is able to attend to his duties satisfactorily at present. He was paid for the time during his absence.

Q. It is a long absence for the trouble. Did he have medical certificates?—A. Medical certificates.

Q. Did he report at all during that time?—A. Yes, but he was in a bad way mentally. He is apparently physically well, but he complains that he has no desire for work. He is quite serious in saying that he has no desire for work. Then there are 67 days, influenza 58 days and 9½ days separately, no certificates.

Q. In that case, did you receive certificates at intervals?—A. No, just one certificate. The certificate is produced in the early days because the by-laws require a certificate for payment of salary to be made. There is only one certificate. The next case is 102 days, hernia and an operation. That man is well now and in the department.

Q. He ought to be in that time. He has been treated very liberally?—A. It is not mentioned in that statement, but he has also had trouble with his teeth, while under treatment for hernia.

Q. That should not interfere with doing office work if he is otherwise well?—A. He had some internal trouble. I see the note here "82 days, injury from fall, sprained ankle, an accident." Here is another, "21 days influenza," 33 days, 5 days absent, 3 without certificate. Absence 14 days on account of smallpox, total of 82.

Q. Have you a statement of the absence the year previous?—A. Yes.

Q. 13½ the year before?—A. Yes. Then 59 days, influenza 40 days, without certificate 6 days in separate intervals of 4 times. Then nursing for the influenza—this was allowed by Order in Council. 80 days enteric fever and influenza. Certificate given 77 days and 3 days.

[Mr. R. C. Desrochers.]

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Q. 1917-18, thirty-nine employees, average 9 days absence, that is a third of a month. That is considerable absence total for your branch. That is 351 days and that is not including those who were absent for a lengthy period?—A. I think you should take into account the total number of employees not sick at all. There were 11 not accounted for at all. The total in my branch was fifty-nine, so that if you add nine more to the thirty-nine, it makes forty-eight, which reduces the average of thirteen considerably.

Q. That is for 1918-19, but look at the 1917-18 figures. Are there some not included in this statement?—A. Yes. The same reason would apply there.

Q. There should be less sickness absence in a staff of office employees like yours than among factory workers. The average among the working factories of the United States is 9 days per year?—A. Yes.

Q. And nine days is the average given here, not including those who were absent for a longer period?—A. I do not know how the conditions governing the health of employees in factories and those in government offices would compare. I do not suppose that there would be any material difference, but there are accidents in factories.

Q. As a matter of fact take the total absence 1917-18, which is 1,345 days; that is very nearly 10 per cent of the total time.—A. That is a long period.

Q. It is a large reduction of the working hours of your staff—10 per cent?—A. Yes, it is.

Q. Some would be absent without pay?—A. Yes.

By Mr. Charters:

Q. In addition to that how many days did they have?—A. They had three weeks statutory leave, regular holiday.

By Mr. Long:

Q. You are drawing comparisons between the amount of sickness in this line of work and that in the factory. Do you believe that all those days of absence are actually caused through sickness?—A. We have doubts at times and ask for a medical certificate, where the employee is subject to doubt. I have done so recently, but in most cases, you can take the word of the employee. Of course, some of them are shirkers and will get away when they can.

By Mr. Redman:

Q. Do you think we could improve that condition if we had a medical board appointed by the Government, and compelled these men to get a certificate from them?—A. Yes.

By Mr. Mowat:

Q. That would be an improvement?—A. Yes, that would be an independent board.

By Mr. Redman:

Q. A board on salary for that purpose alone?—A. Yes. Of course there is also the possibility of visiting inspectors.

Q. Medical?—A. Not exactly medical.

Q. It would have to be in that case.—A. Not necessarily.

By Mr. Mowat:

Q. Nurses?—A. Yes. Of course there would be difficulty in that case, because that would be smacking of detective work.

Q. You have to assume that a proper civil servant is a man or woman of self-respect, otherwise they should not be there?—A. Yes. I suggested the other day that possibly that if the initial leave would be restricted to say a month, instead of giving an extended leave of two or three months on the first medical certificate—

[Mr. R. C. Desrochers.]

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Q. Regulation 36 is lenient in your opinion?—A. Perhaps so, and calling on the employee to renew the certificate from time to time because if a clerk is allowed three or four months he will take it, no matter how well he may become in a very short time.

By the Chairman:

Q. You mean progress reports, as to how the patient is progressing?—A. Yes.

Q. Are there any forms used for medical certificates?—A. Yes, we have a printed form, and the Commission has since prepared a special form for use in future.

By Mr. Charters:

Q. Do they ask for leave, or just go away?—A. They go away sometimes. They may come in and report when they feel sick, but usually we are advised by telephone or by a friend that the clerk is sick.

Q. You work 6½ hours a day?—A. That is our regular day, but a number of our staff work longer than that.

Q. Are there enough to do the work?—A. I am going to ask for an increase in my staff.

By the Chairman:

Q. Do you not think you could speed up a little by getting some of these absentees to attend a little more regularly?—A. Well, the staff is working overtime to meet those absentees work. The staff is not keeping pace with the increase in the volume of work. Our work has gone ahead in tremendous proportions.

By Mr. Charters:

Q. What about the mornings, are the staff punctual?—A. They are. We keep a very severe check on their attendance.

By Mr. Long:

Q. On a certain class of clerks only?—A. Yes.

By Mr. McCreda:

Q. Do they work overtime?—A. Yes.

Q. Is it necessary if they are busy during the regular hours?—A. Yes. The staff at present is not sufficient to keep pace with the work during the regular hours.

Q. You had better make the day a little longer then, and work the same hours that our people have to work.—A. There is no reason why the departments should not have an 8 hour day at least.

By Mr. Charters:

Q. How long ago is it that the 6½ hour day was established?—A. I think it is four years ago. Previous to that it was half-past nine, the hour for arriving in the morning. I cannot say exactly when the change took place. The hour of departure in the afternoon was four o'clock and that was made 5 o'clock. I cannot say when that change took place; it is some years ago. Now it is from 9 o'clock to 5 o'clock. It used to be from 10 o'clock to 4 o'clock, and then from half-past nine to 4 o'clock.

Q. Now it is from 9 to 5?—A. Yes.

By Mr. Long:

Q. When the House is not in session, you cut down the hours?—A. Yes, it is from 9 to 4 during the summer months if the House is not in session.

Q. What do you call the summer months?—A. June, July, August and September.

Q. During October and November, although the House might not be in session, the hours would be from 9 to 5?—A. Yes, 9 to 5.

Q. What extra amount of work do you find is thrown upon the staff through the questions and so forth that are put upon the Order Paper? Do they add extra work?—A. They do. Sometimes it requires considerable searching. We have a staff that looks after that specially.

[Mr. R. C. Desrochers.]

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Q. A special staff for that work?—A. Yes.

Q. What do they do when the House is not in session?—A. There is the annual report, which is always in preparation, and various duties to attend to. The annual report is one of the large works.

Q. The extra work that is thrown upon the Department by virtue of the House being in session is only handled by a special branch of the department?—A. Yes, so far as the preparation of answers to questions is concerned, but the work of the House throws other work on the general staff. Take the estimates, all staffs are engaged on that, the chief architects and chief engineers. There is a special staff to prepare the estimates, so that the whole of the staff is virtually engaged in that work.

Witness discharged.

Mr. H. E. HUME, sworn.

By the Chairman:

Q. What is your position in the Interior Department?—A. Chief clerk of the Lands Branch.

Q. I notice in the statement sent to us that in your branch, on April 1, 1918, there were 67 employees, and the absences reported in this statement 1,543½ days?—A. Yes.

Q. That is an average, I think, of 25·3 days?—A. I figured it out as 23, it adds up to 23.

Q. How many were absent on military service?—A. We had then I think 6.

Q. Not taking the 6 into consideration would leave 61, and I think their average is 25·3?—A. I see.

Q. How many females have you?—A. About 38.

Q. Have you calculated their absences?—A. Not separately.

Q. My calculation shows that the females were absent 29·3 days, and the males, of whom there would be 23, not including those absent on military service, showed an average absence of 18·6 days. That is approximately correct, I think. Is there any explanation for that?—A. Well, I have a detailed explanation, case by case, and the doctors' certificates.

Q. Is there no general explanation?—A. I do not think there are any general remarks that would apply to the whole branch, because each case is taken on its own merits. I have a statement here showing the nature of the disease, and the name of the doctor, and the time of the certificate in each case.

Q. Do you find that the female employees generally are absent more frequently than the male employees?—A. It has not occurred to me in that way. These figures would seem to prove it. It might be something in the year; for instance, last year was a bit exceptional.

Q. Have you a statement for 1917-18?—A. Yes. There were 63 employees, and 985 days' sick leave.

Q. Does that include all the leave?—A. That is sick leave. I understood that was what the committee was after.

Q. There would be days of absence that would not be included under sick leave?—A. There are a few. For instance, a man might get a day off on special leave for some special reason. But this is sick leave.

Q. Sick leave only?—A. Yes, it does not include holidays or military leave.

Q. Does it include those days that the employees are allowed to take without presenting a doctor's certificate?—A. Oh, yes, it includes all sick leave. That is, we do not ask for a medical certificate unless he is absent more than three days. That has been the rule.

[Mr. H. E. Hume.]

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Q. When an employee is absent two days this week, and perhaps two days next month, what do you do?—A. We would not call for one unless there was some reason to suppose that they were playing tricks.

Q. Are these days included in this?—A. Oh, yes.

Q. You take for granted that every person absent is absent on sick leave?—A. We find out and satisfy ourselves, and if there is any trouble about it, it has to be taken up specially. But when a clerk is away, he has got to say when he comes back why he has been away. As a matter of fact, he has to let us know when his absence commenced.

Q. How many days of last years' absence was due to influenza?—A. I think about 400 days in October and November, 1918. That reduces the total somewhat. It makes it about 1,100, or thereabouts.

Q. You have some special cases of lengthy absences, have you not?—A. We had in 1917-18. We had five cases which were much about the average.

Q. Take 1919?—A. There are ten cases in 1918-19 that ran an average of 72 days.

Q. Give us briefly the details of these ten cases?—A. We will commence with one of 69 days. He had influenza and had a relapse. We had certificates from Dr. McPherson establishing the fact that he had these two attacks. The whole of the absence was covered by the certificates.

Q. The next one?—A. That was 81 days' absence. She had an attack of pleurisy, and in the same year she had an accident, she broke her wrist. Dr. Baskin certified in both cases. We had an Order in Council covering one of her absences because it was somewhat lengthy.

By Mr. McCrea:

Q. There are 63 employees all told?—A. Yes, sir.

Q. How many days were they absent all told?—A. In 1918-19, 1,543 days.

Q. Does that include holidays?—A. No.

Q. The holidays are in addition to that?—A. Oh, yes.

The CHAIRMAN: Nor military service.

By Mr. McCrea:

Q. How many holidays are allowed?—A. Three weeks. The next case was that of a girl, 61 days, influenza and pneumonia. There was a medical certificate covering that time.

By the Chairman:

Q. What is the next?—A. A girl, 59 days. We had an Order in Council in her case, because there was one absence which was quite lengthy. Dr. Baskin certified to her illness. Then there was another lady, she was away for 70 days, May and June, 1918. She had an operation; there was something the matter with her nose that required an operation, and she also had influenza in October, 1918. Her case was covered by a doctor's certificate.

Q. What is the next?—A. A lady, 97 days, November and December. She was away with influenza. Dr. McElroy certified that she had a relapse, and Dr. McElroy certified that she had nervous debility with fainting spells, and she was away then for about two months and a half with that. In her case, the new regulations have come into force. She gets two months with full pay, and one month with half pay, and if there are more days she won't get paid for them under the new regulations of the Civil Service Commission.

Q. She has been in the service five years?—A. Five years, yes. Then there is the case of another lady, 73 days, influenza, and afterwards an attack of jaundice. There was a doctor's certificate covering both absences.

[Mr. H. E. Hume.]

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Q. What is the next?—A. Another lady, influenza and pneumonia. She was a very sick woman, indeed. Then there was a case, 75 days. I might mention that there were 42 days of that period that he was without pay.

By Mr. Mowat:

Q. You have a regulation, No. 36, I think, as to leave. Is it taken advantage of?—A. I do not recollect it by the number.

Q. It is about leave of absence?—A. That is a new regulation and has just come into force, so that we have not had an opportunity of trying it out at all.

Q. Some one said that some civil servants had got into such a frame of mind that they were actually studying these regulations to see what they could do. You have not noticed that?—A. Oh, no.

By the Chairman:

Q. I see one case here, absence, total 82½ days, June, November and December, due to severe colds. That is a very lengthy absence for severe colds?—A. That is the way the doctor put it. I might just say that this case reported for duty one day last winter. I sized her up and sent her home, thought she was not fit to be on her feet. She is delicate in health, and I think she has a predisposition to lung trouble. That is one case where if I had been the doctor I would never have allowed that woman to come back in the condition she was in.

By Mr. Mowat:

Q. You do not want to be a martinet in your department?—A. I try not to be.

Q. And at the same time not to be thought too easy?—A. Yes, we want to strike a medium, as far as possible.

By Mr. Redman:

Q. Have you perfect faith in the bona fides of all doctors' certificates you get?—A. I think I ought to be excused from answering that question.

Q. I am asking you about the state of your own mind when you receive them?—A. To set myself against the medical profession? You must think I am inviting trouble. I have trouble enough of my own.

By Mr. McCrea:

Q. You do not have a medical certificate of fitness before they join the service? I believe it would be well to have one.—A. The Civil Service Commission regulates that I believe that is in their rules.

Mr. McCREA: I notice the average sick leave is twenty-four and thirty-seven sixty-thirds. The total absence, including absence on sick leave and holidays averages 45½ days. It is a pretty high rate of absence from people who pretend to be working—practically two months.

Mr. CHARTERS: And in addition to that there are occasional days on which they are off for weddings, funerals, picnics, and things of that kind.

WITNESS: Well, we cut that down as far as we can.

By Mr. Charters:

Q. You do not eliminate that altogether?—A. Not altogether. If a man is working well and is putting in good hours and sometimes puts in overtime, and that man comes and asks to get away half a day we would not say that he could not go.

Q. Is not a man's salary fixed on the assumption that he is going to do good work every day?—A. Some of them put in extra time.

Q. How many?—A. There is a very respectable minority who would not think of leaving their desks in poor shape at five o'clock.

[Mr. H. E. Hume.]

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Q. Is that not because of the fact that the work is allowed to drag during the early part of the day?—A. I assure you I do not stay after five o'clock because I fool away time before that. I am there many nights till six, and I am not there till six if I can get away at five.

By the Chairman:

Q. The fact remains that in your branch with 67 employees there were about 1,100 days absence not due to influenza last year. That was a large reduction of the working hours in the branch. It must interfere with the efficiency. The main question we are interested in is to know what efforts are being made to reduce legitimate business to a minimum, and how effective those efforts are in reducing it. On the surface it would be difficult to convince me that there is not a good deal of absence in your branch that cannot be justified. There may be an explanation that you can give?—A. You will not feel satisfied with a doctor's certificate.

Q. Not always, certainly not.

By Mr. Boys:

Q. Do you have a certificate in every case?—A. Yes.

Q. Every single case?—A. Where it is over three days at one time, but if a clerk is away for a day, that clerk reports to me, or calls me up and says, "I am sick, I can not be there to-day." I take that case on its merits, but if that clerk repeats it too often, I am going to get after him.

Q. The holiday is three weeks?—A. Yes.

Q. The average absence, apart from the three weeks' holidays, is twenty-five days. That is getting close to two months in the year for every employee in your branch?—A. It is a month and a half, and then I think we ought not to treat these cases as averages.

Q. It is just about seven weeks?—A. Forty-two days.

Q. About 46.3 to be accurate?—A. Yes.

Mr. McCREA: That does not include Sundays, so that it is more than that.

By Mr. Boys:

Q. It is a matter of two months?—A. I see that.

Q. We are trying to get to the bottom of this thing, and what can be done to remedy it. If you were operating a business of your own, or managing it, would you tolerate any such absence as that on the part of your employees?—A. I must ask you to remember that I am not running a business, I am running a branch in the Civil Service.

Q. Would you tolerate it?—A. The two things cannot be compared.

By Mr. McCrea:

Q. Why not?—A. You cannot have permanency of position without the attending evils—

By Mr. Boys:

Q. Oh, yes, you can?—A. And one of the attending evils is that there will be in some cases a certain amount of easy-going among a certain number of the employees.

Q. Let me give you the ordinary illustration of the country postmaster, a permanent appointment, that sort of thing would not be put up with for a second. He is on the job practically every day, at a very small salary. I would like to get an answer to that question, if you feel you can answer it by shifting the responsibility, that is your privilege. If you were running a business or managing it would you tolerate any such absence as that for a moment?

[Mr. H. E. Hume.]

APPENDIX No. 6

By Mr. McCrea:

Q. If you would tolerate it, do you think the company would?—A. What is the use of trying to put on me the responsibility for the principles on which the Civil Service is run?

By Mr. Boys:

Q. You can answer or refuse to answer, whichever you like?—A. The Civil Service is operated on certain well known principles. I have to operate my branch under those conditions.

Q. Do you wish to say that the only way you can answer that question is that under the regulations which are given you you can secure no other results. Is that the point?—A. I do not think I ought to be put in that corner.

Q. Personally I think you should. We are appointed by the House of Commons for the purpose of looking into this thing, and trying to make some recommendations to remedy evils, if evils exist. Personally I am convinced that that very large absence is not justified. You are the official in charge of that particular branch. Now I ask you—and I again repeat—if you were in charge of a business for a company or for yourself, would you tolerate any such average of absence as appears in your return?—A. Would you allow me to state what would be the alternative?

Q. I would like you to answer that first, and then I will move on?—A. There is business management and there is Government management. If I were running a business I could say to a man, "Here I do not like your looks, you get your time and pay and go," but I cannot do that in the Civil Service.

Q. You could find fault with an employee?—A. He could find fault with me.

Q. You are not afraid of that?—A. No, but I have to be careful of my men?

Q. Why?—A. We are all servants.

Q. You can see the conditions under which these men are working and surely your suspicions are aroused?—A. If my suspicions are aroused I go after that man.

Q. Have your suspicions never been aroused?—A. In some cases they have been aroused and I have gone after the men.

Q. Have you gone after six out of the whole lot?—A. I am sure I have gone after more than that. I have made myself decidedly unpopular because I have very strong views upon this point, but I do not see that I am called upon to ventilate those views before the committee. My place is to leave these views to my superior officer.

By Mr. Redman:

Q. You have been ordered by the House to answer all fair questions?—A. Yes, but how am I going to say here that I hold certain views which might embarrass my superior officer?

Q. Speaking legally, in my judgment, you must answer the question?—A. You may rest assured that I am not going to do it. I will submit my recommendations to my superior officer.

Mr. McCrea: He has not answered the question yet.

By Mr. Boys:

Q. I will repeat it, and you will either answer it, or decline to answer it, and not proceed to give an answer that is no answer at all. The question is this: If you were managing your own business, or were managing a business for others, would you tolerate any such average absence as appears in the return you have just handed in, namely 25·3 days, which is apart from the three weeks' holidays?—A. I do not see how I can answer it.

Q. It is very easy?—A. It is not a business proposition.

Q. Not a business proposition? Surely you do not make that statement seriously. It is the very essence of business?—A. Underlying the foundations of the Civil Service—

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By Mr. McCrea:

Q. We do not want any argument, answer yes or no?—A. You have to show—

Q. There are three answers you can give; yes, no, or I do not wish to answer?—A. Then that is the best way, I do not wish to answer.

By Mr. Boys:

Q. Why?—A. Because I do not think this is the place for me to ventilate my views as to how a department should be run when I am a junior officer in the department.

Q. I am not asking you to say how the department should be run?—A. Is not that it?

The CHAIRMAN: This Committee is representing the House of Commons, and the House of Commons is supreme even in matters pertaining to the Civil Service.

By Mr. Boys:

Q. We have had Deputies telling us frankly that under the regulations, in their opinion certain things cannot be done?—A. They are the people to tell you, and not me; that is the point.

Mr. Boys: Not at all?

By the Chairman:

Q. The Deputy of this department told us the other day that the head of the branch was responsible, practically for the absence of the employees?—A. Well, yes.

By Mr. Mowat:

Q. You have shown your reluctance to express an opinion, but on pressure you have no excuse for not answering?—A. Pressure does not alarm me at all. I do not think it is a proper thing for one in my position—

By Mr. Boys:

Q. What are we appointed for?—A. I suggest that you take the man who is in charge of the department and ask for his views.

By Mr. Mowat:

Q. He says you are the head of the branch?—A. I can give you facts, not opinions.

Q. That is the only way to get at the facts?—A. I have very strong views on these things, but I do not propose to ventilate them because I am not able to carry them through. As a matter of fact, I never did run a business of my own.

By Mr. Long:

Q. Have you met with opposition in putting your views as regards the cutting down of the absences?—A. I have met with a great deal of opposition from the people I went after.

Q. What assistance did they get in pressing their views on the matter? Did they get any from members of the House of Commons?—A. I do not think so.

By Mr. Mowat:

Q. Do you think your immediate head would approve of your closing up like an oyster?—A. I do not wish to withhold anything that is of any value to the committee.

Q. Yet, when we ask a question you will not answer?—A. What is my opinion worth to this committee?

[Mr. H. E. Hume.]

APPENDIX No. 6

By Mr. Boys:

Q. If you are qualified, and I have not the slightest doubt that you are, for the position you occupy, your opinion ought to be worth a good deal?—A. Suppose I came with a proposition that you should allow me to hire and fire, would you tolerate that?

By Mr. Redman:

Q. We would put it on the record?—A. There are just two schemes, one is that if I am in charge of a departmental store, I can pick my own staff, and I can say to such and such a man, you will have ten dollars more a month, while I can say to another man, I am going to cut you down two dollars, you do better things after this.

By Mr. Boys:

Q. That is not the point at all. You are in charge of a branch where the employees' absence is far beyond that in any ordinary business.—A. They have furnished certificates; these certificates have been submitted to me, and I accepted them.

By Mr. Redman:

Q. You believe that these medical certificates are absolutely authentic?—A. I certainly do. Am I going to walk into a man's house and say: Your doctor says you are sick, but I do not believe you are sick.

Q. You have said that when you get a doctor's certificate you absolutely believe what you get in that certificate?—A. We have to, we must.

Q. Do you, as a matter of fact?—A. How can I challenge a doctor? Can I say you have misjudged this case entirely, and I know more about this man than you do?

Q. You have absolute confidence in that certificate?—A. I have, decidedly. There has been no certificate submitted to me that I thought was a bogus one.

By Mr. Boys:

Q. I can understand your point; if a person brings a doctor's certificate, it is your duty to accept it?—A. Yes.

Q. But if a man keeps on presenting them for half the days of the year?—A. We have no cases like that.

Q. I did not say that. What I was asking was, is there no limit?—A. No limit? There was a certain man who broke his ankle, and was absent for three weeks and a half.

Q. I quite understand that there are some cases that are perfectly right, but coming back to the other point; you have an average of about two months' absence in the year for every employee in your branch. Perhaps I should ask you this question: Does that cause you to hesitate as to the accuracy of certificates, and as to the justification for absence?—A. In individual cases, a few, a very few. There might be some hesitancy, but not as a rule.

By Mr. McCrea:

Q. To get back to the man who broke his ankle, and was away three weeks, where did this happen, in the service or outside the service?—A. It was after hours. I think he was going home, but I am not certain. It was after hours.

Q. Would it not be necessary for you to know where the man was hurt; whether this accident really overtook him in the service of the Government or on a lacrosse field, or somewhere else? If he broke his ankle away from the service, and was laid up for three weeks, is there any reason why he should be kept on the pay list?—A. If he were playing lacrosse, it would have to be a question for decision whether he was entitled to claim leave.

Q. As the head of your department, would it not be within your right to know where the accident occurred?—A. I know it took place on the street, and he was not engaged in sports of any kind.

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Q. Was he going to or coming from his work?—A. I do not think he was.

Q. Then why should he be kept on the pay list if he broke his ankle away from the service?—A. In the service he would be entitled to full pay.

Q. But if he broke his leg or ankle away from the service, I do not see why he should be kept on the pay list. An ordinary business company or corporation would not do so, I think. I do not know of very many that pay their men who meet with an accident away from their work. They are bound, of course, to pay a man if he is injured at work?—A. There is no doubt that the regulations governing sick leave in the Government service are lenient, and they would not refuse a sick leave with pay because the accident did not take place at the office. It has never been done.

By the Chairman:

Q. It is one of the privileges that civil servants have that other employees do not have?—A. It has been the policy.

Q. Let me read Regulation 41:—(Reads)

In addition to statutory leave, or sick leave the deputy head may grant to any permanent officer, clerk or employee in his department special leave of absence on compassionate or other grounds for a period not exceeding six consecutive working days at a time or fifteen working days in any one fiscal year.

Now we understand that the deputy head of the department does not take upon himself the responsibility of dealing with these applications. Would these applications be presented to you?—A. They would be presented to me, yes.

Q. Have you had many applications on these grounds during the past year?—A. Well, these regulations have only been in force a few months, and I do not recall many applications. There have been some for a day or two.

Q. It is possible under these regulations for an employee to be absent 15 days in the year without being sick?—A. That is true.

Q. The head of the branch, I understand, is supposed to be responsible. That does not cover sick leave; that is not sick leave at all. We have practically no leave of that class. Perhaps one day per man per year.

By Mr. McCrea:

Q. What are the hours of the service?—A. 9 to 5.

Q. How much time for lunch?—A. An hour and a half.

Q. That is 6½ hours. Is that for the whole year?—A. By the new regulations, they let the employees out at 4 o'clock in the summer if Parliament is not sitting.

Q. For how many months in the year do they work 5½ hours a day?—A. Parliament is sitting now, and the hour is five. If Parliament adjourns on 30th June, from then until the 1st October, it would be 4 o'clock.

By Mr. Boys:

Q. What is called the summer season?—A. 1st June to 1st October.

By Mr. McCrea:

Q. So that there are four months of the year when the hours of labour are only 5½ under the regulations?—A. I do not confine myself to these hours myself, and I think that is about all I can say.

By Mr. Long:

Q. When it comes to embarrassing his superior officers I think I have a little sympathy for him, but here is a case in which I do not think he should be reluctant to give an answer. I would ask what he considers the percentage of efficiency during the season of short hours, the four months in the summer?—A. I do not like it myself, that is my opinion. I do not care for it.

[Mr. H. E. Hume.]

APPENDIX No. 6

Q. What is the remedy you would suggest?—A. Work longer.

Q. Do you think they would do one hour's work more if they went in at 8 o'clock in the morning and had the afternoon off?—A. I do not think there would be much gained in that way.

By the Chairman:

Q. I have not a clear understanding yet regarding the short absences that are permitted under the regulations, where an employee may be absent 6 days without presenting a medical certificate. Is it not a fact that many of your employees do stay out a day now and a couple of days again without a medical certificate?—A. Yes, sir.

Q. My point is, what evidence do you demand from those to show that they have been properly absent?—A. A general sizing up of the situation and their word of honour.

Q. What percentage of these employees are absent for reasons other than sickness?—A. That would come under the heading of this special or compassionate leave. We have very little. There will be a day now and again.

Q. Yours is the most unhealthy staff that I think any employer ever had the responsibility of looking after. You are not, of course, responsible for their health. What are the sanitary conditions in your office? Are they healthy? Is there good ventilation? I know that some offices in the Government departments are not good.—A. There are certain drawbacks, but there are drawbacks nearly everywhere. We have rooms that you cannot possibly heat in a cold day in winter. The engineer says he cannot do it.

Q. That should not be tolerated. But they are not overcrowded?—A. They are not overcrowded.

The CHAIRMAN: Have the members of the Committee any other questions to ask Mr. Hume?

Mr. Boys: Except to congratulate Mr. Hume on having successfully evaded giving any opinion.

WITNESS: I assure you that I have no desire to withhold anything that the Committee would make any use of. Might I say that you have to choose between the old system whereby men were hired and fired at the pleasure of their superior and the present system where they are not.

By Mr. Boys:

Q. I have not dealt with that at all. I am not asking you to fire anybody. I have been merely asking you whether this extraordinary average absence seems to you remarkable. That is all I am asking?—A. I do my best to cut it down. I go after these fellows.

Q. I am not criticising you. I am simply asking whether this extraordinary absence causes you to wonder?—A. It certainly does.

Q. That is practically an answer to my question. Now have you taken any steps to try to ascertain why such a condition exists and to have it remedied?—A. I take each individual case. I take the person who calls up in the morning and says he is sick. I say, "All right." I will make a note of it and ask, "Are you seriously ill." They may say, "I hope to be back to-morrow." I say, "All right." When that person comes back it is largely a question of their truthfulness. If a person is sick for two weeks, I get a doctor's certificate certifying that the person has been ill and unable to attend to his official duties.

Q. It seems to me that if I were in your position, something like this would appeal to me. A certain individual has been absent quite a number of times during the year. Have you ever taken the trouble before dealing with a case like that to look up and find out how often he has been absent during the previous six months?—A. I watch them.

[Mr. H. E. Hume.]

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Q. Do you not say something to them?—A. I certainly do, if I have to.

Q. Having taken that course to satisfy yourself, do you say that in the most of these cases everything seems regular and all right?—A. I am satisfied that there is very little bogus leave.

Q. Then you have to admit that you have a mighty unhealthy staff?—A. I do admit it.

By Mr. McCrea:

Q. You had better have a more strict examination of these people before they enter the service. When any member of your staff wishes to remain at home or go to the horse races, is it not pretty much along the same lines that a doctor gives a certificate for sickness as he gives a certificate to some fellow who wants a drink of whisky. I would like to get a little information. Would you prepare for this committee a statement giving your total absences through sickness, your total absences for vacation. Add up your total lost time, the total absence from the service, and then figure that on the basis of four months at 5½ hours a day and eight months at 6½ hours a day. Deduct the lost time, including the absence on leave, from the total working days in the year? And show us how many days, or how many hours a day—

Mr. BOYS: The average number of days?

Mr. McCREA: Yes, the average number of days?

WITNESS: I have figured it out for my own information beforehand.

Mr. McCREA: I want the holidays, and I want to know how many hours a day the men are giving the service which they are rendering to this country for the 360 days less Sundays and holidays?—A. I do not think that is a fair way to look at it.

The CHAIRMAN: You prepare a statement.

WITNESS: You want the total absence through sickness and total absence for vacation.

Mr. CHARTERS: And the total absence for compassionate leave.

Mr. McCREA: Parliament is very strongly of opinion that we should take over the whole railroad system of this country and practically every other public utility and we want to get full information as to how we are going to run it.

Mr. MOWAT: We want to see if it is possible to get the Civil Service down to a business basis. Figure out the absence and see how many hours the men are giving to the country.

Mr. BOYS: The average number of hours per day the men are giving to the country.

WITNESS: How shall I show the committee the time that the hard workers put in after hours which is not put down on any sheet?

Mr. BOYS: We can have that afterwards.

Mr. REDMAN: Put that as a postscript.

WITNESS: I think that is a mighty one-sided proposition.

Mr. BOYS: We are not at the moment asking for your opinion of it.

WITNESS: Do you think it is fair to cut down the time they are away and not consider the time they are there after hours?

By Mr. Boys:

Q. What right have you to assume we won't consider it?—A. Because it will not be in the statement.

Q. We can consider it and will consider it?—A. In a most respectful way may I suggest whether you are aware what proportion of the staff do work overtime? I could not tell you offhand, because it is not marked down anywhere.

[Mr. H. E. Hume.]

APPENDIX No. 6

By Mr. Redman:

Q. Why talk about it?—A. Because it is very considerable.

Mr. Boys: You can add your best estimate as to overtime.

Mr. McCrea: and your unbiassed opinion as to whether the work could not be done within the hours they were supposed to be there, if they were there, and gave strict attention to their work.

WITNESS: Some days the work comes in much heavier than others, and if you are going to let it lie over in order to get away, it will have to be done another day, and of course you may not have a full day some days later.

Witness discharged.

Mr. W. S. GLIDDON, sworn.

By the Chairman:

Q. How long have you been in charge of the branch?—A. I am only assistant.

Q. We have a statement sent in by the department showing there were 101 employees on the 1st of April, that the absence during last year was 2,986½ days, not including absences on account of military service?—A. There are two items in that that are included in the military service. There is 321 and 139 days, making a total of 460 days.

Q. Not including military service, how many days' absence?—A. 2,526½ days.

Q. That averages nearly 25 days?—A. A little over 25 days.

Q. How many female employees have you?—A. 52.

Q. And males?—A. 49.

Q. Does that include the military service?—A. Only part. Some are not included in that. Nine out of that number are on military service.

Q. That would be forty regular employees?—A. Yes.

Q. The committee would like to know your explanation as to what seems to us a rather extraordinary amount of absence last year. If there is any general explanation we would like to have it?—A. Do you wish me to take the list?

Q. Just general observation?—A. I have prepared a statement here and classified it. Without pay, there were 6 last year, total absence 619½ days. There was one special case, 264½ days. He, poor chap, is in the asylum with mental aberration.

By the Chairman:

Q. What salary does he get?—A. \$2,050. At the present time he has used up his leave allowed him in accordance with the Civil Service regulations, so that he is not getting any salary at present. Then, on account of influenza, there were 7—4 ladies and 3 gentlemen—total 216 days.

Q. Yes?—A. For nursing influenza. Doubtless you will remember there was a call for nurses and the Government allowed the female members of the service to go and nurse. That accounts for 86 days. Then special cases, the lowest is 46½ days. There were ten of these special cases—8 ladies and 2 gentlemen.

Q. Anything special?—A. Yes, the first one on the list has been in poor health for some time. He has now left the service on account of ill health, securing what is coming to him on account of his years of service. The next is inclined to be delicate. A brother contracted tuberculosis on military service, and another brother died of the same trouble recently.

Q. He is probably tubercular?—A. Yes. The next case, a lady, had pleuro-pneumonia and a recurrence of the same trouble within the twelve months. She is one of the most faithful officials we have amongst the female staff. The next is 66 days. This lady is inclined, I think, to be tubercular. She is away at present. She has had

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pleurisy, but I fancy it is tubercular trouble because her father and brother both died of that trouble. She is on half pay at present. She is not back yet. The next case is 166 days. That is comprised almost entirely of half days. The lady is getting up in years, and has been in delicate health for some time. The arrangement was that she was to work in the mornings and to have the afternoons off. The most of that time is embraced in these figures. The next case is 71½ days. This lady had nervous trouble. The next 55½ days, pneumonia. The next is 59 days, not all at once. I do not know how many periods it embraces, but she is a delicate woman. The next is 59½ days, a somewhat similar case. She is a woman with a family of two small girls, and has had a good deal of sickness which entailed allowing her special leave. It is not all sick leave; some of it was special leave under that regulation, No. 34, I think, granting compassionate leave.

Q. Possibly leave was granted to enable her to look after her family?—A. When she was sick. This year, she is herself in the hospital at the present time. She had to undergo an operation. You will notice that deducting the total number of special cases leaves 2,492 days, and if you deduct these special items, 26 from 101 of the staff you have 75, which shows an average of about 6½ days. Eight or ten of this staff of course have no special or extra leave for sickness charged against them.

Q. Have you a statement for 1917-18?—A. I have.

Q. Give us the totals?—A. The total absence is 1,836 days.

Q. Have you divided that?—A. I have only roughly. It was only yesterday afternoon that the Comptroller handed me over the papers when he found that he was not in a condition to appear before the committee. As I supervise the staff, probably I am in as good a position to give you the information as he would be.

Q. What is the total of the special cases?—A. 1,120 days. That would leave 716 days, making an average of about 8-1.

Q. Are there any of these special cases in a condition to give the Government a reasonable amount of service? I was wondering whether the services of them could be dispensed with without any loss to the service?—A. There might be with regard to the temporary staff, but we are doing that as the men on military service are returning.

Q. I have reference to the six special cases. Most of them are absent for a considerable time. Is their physical condition such that their service is of very little value to the department at any time?—A. I do not know that I can say there are any, because they are all first-class officials. There might be one or two, or perhaps two or three that we might dispense with on that ground, but the officials, taking them on the whole, are exceptional, particularly the ladies of this staff. They are a very good staff.

Q. Take for instance that one who only works half the day?—A. She is advanced in years.

Q. She is not earning her salary?—A. Well, if you take perhaps her length of service into account—

Q. Any person who only works half a day cannot be earning salary?—A. She is at present in the hospital and not likely to return. She has used up all her time allowed by the Commission under the present regulations. I do not think that she has received pay since the first of April.

Q. Have you totalled up the absence of females and males particularly?—A. No, sir, I have not.

Q. I made a calculation, and I find that the average days' absence for the females on this staff is 43½ days, and the average days' absence for the males is 17-4 days. Have you any explanation of that?—A. Nothing more than that it is the natural result of the employment of women. The experience is that the average labour of woman is not equal to man's.

[Mr. W. S. Gliddon.]

APPENDIX No. 6

By Mr. Mowat:

Q. Their salaries are less?—A. Yes, certainly.

Q. Is Mr. Greenway chief of your branch?—A. Mr. N. O. Cote.

Q. You think you have a pretty well-run branch?—A. Yes, we have a very fair staff, a staff that if the work is there to require overtime they will stay. But it is contrary to the principle of the Comptroller to ask them to stay overtime unless it is absolutely necessary.

By the Chairman:

Q. Is there much overtime put in?—A. Not very much, outside of the Comptroller and myself.

By Mr. Boys:

Q. Are you overmanned at all?—A. No, I cannot say that we are overmanned, but of course since the breaking out of the war our work was materially affected on account of the settlements in the West.

By Mr. Redman:

Q. They decreased?—A. Yes, to a certain extent. The work decreased, but the staff is not too large to cope with the work when it is at its normal condition.

By Mr. Long:

Q. Your work is seasonable. Do you find that you have considerably more work at certain times of the year?—A. No, except on account of the strike in Winnipeg, we are lacking our mail. Our receipts for letters last year to our own branch was 58,000. Of course, a large proportion of that comes from Winnipeg.

Q. Do you not think there is more work in the summer time than in the winter?—A. No, I do not think so; I think it averages pretty well all the year round.

Q. You have shorter hours in the summer?—A. Yes.

Q. And yet with the shorter hours you are able to handle the work without an additional staff, so that in the winter months you must have an extra staff. In that case there is no reason for doing very much overtime?—A. I do not know about that. The chances are there is just as much work in the summer time, but we endeavour if possible, in the summer time when the leave of absence is on, to divide up the work and request the staff to do a little more if possible.

Q. You have the same amount of work in the summer as in the winter?—A. Practically.

Q. Nearly all the leave takes place during the summer months?—A. Yes.

Q. The working day is one hour less during the summer?—A. Not always.

Q. But as a general thing it is? When the day is an hour shorter, the amount of work accomplished during that short day is generally recognized as being smaller, and yet with the same amount of work in the winter as in the summer, you manage to do it as well?—A. Two hours in the afternoon will average up as well as any other two in the day.

Q. That is in your branch?—A. Yes.

By the Chairman:

Q. The total amounts to a little over ten per cent of the total working days?—A. Yes.

Q. That must interfere with the efficiency of the branch considerably. It is not only the absence, but the example and feeling that is created in each employee by his neighbour being absent?—A. I grant you that.

Q. It must interfere with the efficiency?—A. It does, there is no question about that.

[Mr. W. S. Gliddon.]

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Q. This Regulation No. 41 permits of the absence of any employee who receives special leave a period not exceeding 15 working days. Have you many applications for leave under that heading?—A. Not very many.

Q. Have you many employees absent for a day or two without presenting doctors' certificates?—A. Well, you see a doctor's certificate is not called for under three days.

Q. Have you many absent without certificates?—A. Not many. What I mean by that is that it will bulk a small percentage spread over the whole branch.

Q. Some employees are more subject to that ailment than others?—A. Yes.

By Mr. Boys:

Q. The sports want a few more holidays?—A. I do not know that we are blessed with that class.

By Mr. Mowat:

Q. Have you discussed with other officials as to whether civil servants as a whole would be willing to pay a percentage of 5 to 7½ per cent of their salaries into a superannuation fund?—A. I have not discussed it, but in my own case, I come under the old Superannuation Act. I paid into the Fund for thirty-five years.

Q. And you are looking twenty years ahead from now with a great deal of equanimity?—A. Not that long.

By Mr. Charters:

Q. What are you entitled to receive?—A. Thirty-five fiftieths of the last three years' salary in the service.

By Mr. Redman:

Q. The three years before you leave?—A. Yes.

By Mr. Charters:

Q. Would that be satisfactory to the employees generally?—A. I think it would. I think to a large extent the servants who are in the Retirement Fund are not satisfied with it.

By Mr. Mowat:

Q. Do you think that the civil servants would like to go back to superannuation?—A. I am of that opinion.

Q. It means an awful reduction?—A. Yes, it does, but you have something to look forward to. It is five per cent at present.

By Mr. Boys:

Q. In your case it would be thirty-five fiftieths?—A. Yes.

Q. Supposing a man had been twenty-five years in the service, he would get twenty-five fiftieths?—A. Yes.

Q. The upper figure represents the number of years of service?—A. Yes, but service over thirty-five years does not count.

By the Chairman:

Q. How many of your employees in your branch might be dealt with by being superannuated?—A. I have not thought of that.

Q. There would be a number?—A. Yes, there would be.

Q. It has been said that you are very unfortunate in having such an unhealthy staff. If you think there is anything we can do to improve the conditions and bring about normal physical conditions, we would be very glad to recommend it?—A. So far as our staff is concerned, the only way you could do it would be by the elimination of a large proportion of the female staff.

[Mr. W. S. Gliddon.]

APPENDIX No. 6

Q. You are looking for a prescription for that difficulty?—A. It is a difficult task at times.

Q. You can say to the committee that in your opinion the leave could be reduced considerably?—A. Well, I do not know that I could. I know of several cases where certificates were applied for and refused.

Q. But many would be granted?—A. Yes.

Witness discharged.

Mr. C. E. PELLETIER, sworn:

By the Chairman:

Q. How long have you been head of the Mailing Branch of the Interior Department?—A. For about fifteen years, speaking from memory.

Q. According to this statement you have 19 employees?—A. Yes.

Q. Showing the aggregate days of absence last year 666?—A. Yes.

Q. By calculation that gave an average of 35 days?—A. I am sorry to say it did, sir.

Q. What explanation can you give the committee of that?—A. Well, the yearly absence for 1918 as compared with 1917 is due to the influence of the epidemic. Many of my clerks were victims of the disease, and there were other causes. There was an unfortunate accident to a couple of my clerks, one case in particular where the victim had to be at home, and the wrist had to be re-broken after the plaster cast had been removed. She broke her arm, and after getting well, when the plaster cast was removed, it was found she could not use her arm, and had to get it re-broken.

Q. Does that finish your statement?—A. Yes, as far as that goes.

Q. Any other special reasons for absence?—A. Of course, with a small staff as I have, if a serious accident happens to any of the clerks, it raises the percentage.

Q. How long was that employee absent?—A. 86½ days.

Q. Another was absent 83½ days?—A. Yes, I have here a medical certificate of the reasons. She suffered from serious nervous breakdown, testified to by the doctor.

Q. Another was absent 60 days?—A. Yes. One of my assistants had an attack of appendicitis, and he was testified to by Dr. Champagne. He afterwards got the grippe.

Q. Was he operated on?—A. He was not operated on. He was over a month and a half, I believe, in the hospital.

Q. You have another 65½ days?—A. Yes.

Q. A lady 30 years of age?—A. Yes. She suffered from serious kidney trouble. That was at the beginning of 1918. She was testified to by two doctors, Chevrier and Lambert.

Q. I notice the male employees average 21 days and the female employees 41½ days' absence?—A. Yes.

Q. You endeavour, however, to keep them under control?—A. I certainly do.

Q. Do they always ask you if they may be absent?—A. Certainly.

Q. What do you do if a lady is absent two or three days?—A. If she is absent more than two days I make her carry out the departmental regulations of producing a medical certificate. I report on that case to the Deputy Minister, to the heads of the Department.

By Mr. Long:

Q. Did you ever bring any pressure to bear upon any of your employees in the way of cutting down their absences?—A. I certainly give them a good taking down if I think they are imposing upon me.

Q. Did you ever meet with any resistance on their part in your efforts to reduce absences?—A. No, they would be very sorry and try to do better.

[Mr. C. E. Pelletier.]

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By the Chairman:

Q. And absent themselves again when occasion called for it?—A. I could not say. I have had some conversions.

By Mr. Charters:

Q. Do you have many backslidings after these conversions take place?—A. I really could not tell you.

Q. Have you anything to suggest which would reduce these enormous absences of your staff? The committee feels that this is too great a degree of absence.—A. My staff has been unhappily at a tremendous disadvantage on account of the grippe. We were cleaned out at one time.

Q. Have you any statement as to 1917?—A. Yes, my average was 21. You can see the difference right away.

Q. Even twenty-one days is too much?—A. Yes.

Q. It is practically a month?—A. Yes.

The CHAIRMAN: We hope you will have a better report next year.

WITNESS: I hope so.

Witness discharged.

The committee adjourned.

FRIDAY, June 6, 1919.

The committee met at 11 o'clock, Mr. Steele in the chair:

Mr. F. C. T. O'HARA, sworn:

By the Chairman:

Q. What is your position?—A. Deputy Minister of Trade and Commerce and Deputy Commissioner of Patents.

Q. How long have you been occupying those positions?—A. I have been Deputy Minister of Trade and Commerce since 1908 and Deputy Commissioner of Patents since June, 1918, when the Patent and Copyright were transferred to Trade and Commerce from the Department of Agriculture.

Q. The chief function of the committee is to make an inquiry as to how the staff in the Inside Civil Service may be reduced and rearranged with a view to securing the greatest efficiency with the least number of employees. Can you give us any general statement in regard to that, without going into details at the present time—any general statement which would assist us in securing that information?—A. I may say that when I went into the department in 1896 it was a very small department, so that I have practically grown up here, and I know pretty well every branch of it pretty thoroughly, with the exception of the branches which were transferred from the Inland Revenue to Trade and Commerce last year, and I have a fair knowledge now of those branches.

Q. What branches were those?—A. Those are the Weights and Measures, Gas and Electricity, Patent Medicines, Food and Drug Act, Fertilizers Act Administration—those are the principal ones, and from my general knowledge of the Department—

Q. You had some other branches transferred?—A. Yes, the administration of the Patent Act, the Copyright Act, and the Timber Marking Act. From my general knowledge of the department proper prior to these branches coming over, I may say that, with very few exceptions, I do not know that our department could be reduced one single man. I do not want to praise the department unduly, but I have made it a special study for a considerable time, and, with the exception of a few men who are considerably advanced in years, who could very well be dispensed with—but it is chucking them out on the street, to get rid of them.

[Mr. F. C. T. O'Hara.]

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Q. How many such men have you?—A. I should say there were not more than four or five at most, possibly five.

Q. Who are incapacitated on account of age?—A. Who are able to do a fair amount of work only.

Q. Due to what?—A. Age principally.

Q. Any younger employees who, due to illness, are unable to give a reasonable amount of work?—A. No, with the exception of possibly two or three. There was a question raised this morning, for example, with regard to some young men in the Patent Office. I had an application for continued leave of absence and I called for a statement, and I found that this young lady had been continuously absent for some time, always provided with a medical certificate. Then, in this later instance the medical certificate had not been forthcoming, and I merely asked the Solicitor of Patents and Copyrights to furnish me with a statement showing the cause why the employment of this young lady should be continued, as it appeared from her absences that her services should be dispensed with in the interests of the public service.

Q. We will come to those cases a little later in detail. You said you made a close study of the organization of your Department. Will you tell the Committee just what you have done and how you supervise the work of your Department?—A. From time to time making suggestions as to how the work should be done efficiently without an enormous amount of undue labour trying to organize the branches and the chiefs of the respective branches. I may give one instance—when the patents and copyrights were transferred to my department and under the Act I was immediately made Deputy Commissioner of Patents I found that I was required to sign, I cannot remember exactly how many patents and transfers, assignments of patents, documents and papers of various kinds, to my recollection in the vicinity of 50,000 and 60,000 a year. I said to Mr. O'Halloran: "Have you been signing all those documents," and he said "Yes" and I said: "What for?" His reply was "Because we have always been signing them." I said that it would take a team of oxen to get me to sign all these documents, I have something else to do, and he said there are four copies of each patent to be signed. Upon that I raised three different questions which I submitted to the Justice Department to ascertain whether I was legally compelled to sign all these documents. And the Justice Department in all these cases answered No, so that I was relieved from signing them in that way. Now the various heads of departments are able to carry on the work and a new arrangement has been put into effect, full provisions having been made so that efficiency is secured and the records are properly guarded with regard to accuracy, etc.

By the Chairman:

Q. Do you meet with the heads of the different branches in your department periodically and go over with them the work?—A. No, I do not. I have for years taken any odd moment I may have to visit personally the different offices.

Q. Do you not think it would be a good idea to bring the heads of the various branches together occasionally in order that they may have an opportunity of discussing the business of their branches and making suggestions and so forth?—A. Yes, I think that it would, but unfortunately the variety of the work in our department is so very great, that there is frequently very little in common between the different branches, there is nothing in common between the patents and the patent medicines or drugs for instance.

Q. But would not the methods of handling these employees be similar in all your branches, although the line of work in each would be different?—A. Certainly. in the matter of revenue, I gave the accountant instructions to get the heads of the different revenue branches together and advise as to a proper system for recording the revenue and also for overseeing expenditure. When these branches from the Inland Revenue and Agricultural Departments were transferred to the department we found that they usually did their business on a different system.

[Mr. F. C. T. O'Hara.]

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Q. But that relates especially to the system, what about the effort made to secure the largest amount of work out of the different employees? Have you adopted any definite system to see that there is no idling among your employees?—A. I cannot say very much about that system except that the quantity of work that is carried on in each office has 'apparently been sufficient to keep them from idling. I very, very seldom now in my itinerary about the department find any idling and certainly when I have found it, as I did on one or two occasions in the Census office, I called the attention of the head of the branch to it. For instance, on one or two occasions when I went down there I would find five, six or seven of the girls in the corridors talking and I have spoken to Mr. Coates about it and he took steps immediately to put a stop to it. But three, four or five of them would meet together at the water bottle or something of that kind and would have to stop and have a chat. But at any time when additional assistance is required in any one of the branches the head of that branch is required to show cause and it is of course difficult for me to say just what steps have been taken to see that they do a good day's work because I know in any department proper they do a good day's work. But the difficulty is that the work cannot be governed with an equal inflow and outflow.

Q. I understand it is somewhat irregular?—A. Certainly, for example we will get an Australian or New Zealand and Oriental mail on a certain day which imposes a lot of work upon the department; on another day we get the British and European mail which all causes a lot of work and the next day there may not be so much work. And some days my staff are kept busy until six o'clock and on other days the members of it may not be doing anything but twirling their fingers, however, that cannot be avoided.

Q. You think that cannot be avoided?—A. That cannot be avoided in the Civil Service. Our department cannot be judged in the same way as an outside commercial house where it is possible for the general manager of that concern to very largely distribute that work regularly, but we never know when we are to be called upon to furnish some extra returns for the House of Commons.

Q. That would apply only to a few months in a year?—A. Quite true, but sometimes returns are asked for that, with all due respect to the House, involve an enormous amount of work and take up a very long time to prepare.

Q. But the House only sits during four or five months of the year?—A. But we have had an order of the House of Commons asking for a return which in one case we found by actual calculation would take six girls three years working six hours a day to prepare.

Q. And some returns are compiled between sessions for presentation at the next session?—A. Yes.

By Mr. Mowat:

Q. I think that the members of the House do not know sometimes that returns would take so long to prepare or involve so much work in the preparation. It would be a good thing I think for the Deputy Minister, when a case like that comes to his notice, to draw the attention of the Speaker to it?—A. We usually do that and as a result frequently have had the volume of the return very largely reduced.

Q. I think any member would in such case amend his motion and limit the volume of the return.

By Mr. Redman:

Q. I think I have seen some returns asked for this year which answer that description, and I think that the attention of the House should be called to it.

By Mr. Long:

Q. What did you say was the amount of time it would require to prepare one of the returns that was asked for?—A. I made a statement that by actual calculation it would take six girls three years working eight hours a day to compile the return that was asked for.

[Mr. F. C. T. O'Hara.]

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By the Chairman:

Q. Your general impression is that the staff of your department could not be reduced much except in so far as these few old employees are concerned?—A. Yes, and I might add to that that in connection with one of the branches of the department, I am not so sure that it applies to the Inside Service as to the Outside, in the Weights and Measures Department which for a number of years has been more or less of a dumping ground for appointments that could not be tolerated or permitted in any other branch of the service.

Q. In the Civil Service there are departments whose function may be described in that way?—A. Yes, and at the same time that is now being rectified, and we are doing all we can to transfer officers from one branch to the other to fill vacancies rather than make new appointments in that branch until we get the service on the proper basis.

By Mr. Charters:

Q. What have you to say in regard to the appointment of a relieving staff to which you could apply in case of rush of work?—A. I do not think a relieving staff would be of much assistance to us because they do not know anything about the work, other than that of the ordinary stenographer and things of that kind, but they could not deal for example with such things as licenses for patent medicines or they could not partake in the work of the analysing branch in connection with food and drugs.

By the Chairman:

Q. Their services would only be available in connection with clerical work?—A. Only in connection with clerical work, but that might be of some assistance, especially in times of rush during the holiday season, or in times of epidemic of sickness, and sometimes there is special work such as copying which has to be done.

Q. You might state again, to the committee, some members have come in since you spoke on that subject before, as to the number of Civil Servants in your department that you think are of little value to the department on account of age?—A. In the Inside Service there are not more than five at the most who, on account of age, might be retired, but there may not be five.

By Mr. Mowat:

Q. If these five are persons who are absolutely dependent upon their salary for their living it would be a hardship to dismiss them?—A. That is the only reason why I have not taken action.

By the Chairman:

Q. I would like to get your opinion as to whether the civil servants in your department would, without any increase in salary, be willing to contribute from 5 to 7½ per cent of their annual salary for superannuation?—A. I do not quite understand your question.

Q. My question is, if the staff in your department would be willing to contribute from 5 to 7½ per cent of their salaries towards a superannuation fund; for instance, if a man in receipt of \$2,000 salary would pay \$150 a year towards superannuation?—A. Towards his own superannuation?

Q. Yes?—A. Of course a number of us do make payment towards the superannuation now under the old Act.

Q. But I meant to start in on a new Act?—A. I cannot express an opinion on that, but I think they would.

Q. Do you think that would be very hard for some of them to do, to make such a large contribution as that?—A. Would it not be possible to make that privilege optional?

[Mr. F. C. T. O'Hara.]

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Q. If you made it optional then you would have the same condition as we have here at the present time with regard to those five persons in your department; what is your opinion?—A. A person coming into the Inside Service then would know that he would be compelled to retire no matter what the result might be when he was 65 years of age.

By Mr. Redman:

Q. There are a lot of good men at 65 years of age?—A. That might be, but a man coming into the service would then come in under that condition. A man heretofore came into the service with the knowledge or expectation that he stayed in it forever. But even 20 years ago they were talking about compulsory superannuation. We did not put it into effect. Under those conditions every one who came into the service would know that they would have to get out when they attained the age of 65 years.

By Mr. Mowat:

Q. We must take a definite stand at some time it might be in a general way that the service would be improved. I would say that at 60 years of age a man would have the option of retiring if he so desired and he would have the right of superannuation.

By Mr. Redman:

Q. And at 65 he would go out anyway?—A. At 65 he goes out anyway.

By the Chairman:

Q. You think that by the removal of these five employees in your department you would add to the efficiency of the department?—A. I would say so, at least in the case of three and possibly of the five.

Q. Some of them possibly are in the way of younger men being promoted?—A. Yes.

By Mr. Redman:

Q. Are any of them under superannuation?—A. I cannot say at the moment, they are old public servants.

Q. But even if they are under superannuation, you have no power to remove them?—A. Of course I have the power, and I could, but I know if they are superannuated they would get a very small superannuation, and I further know that in one case at least the man has a very large family and if he were superannuated he would be in a very bad way.

By the Chairman:

Q. Why do you not recommend that they be superannuated?—A. Because I do not like to see these men thrown on the street.

Q. If superannuation were optional there would be the same difficulty?—A. Yes, but the man would come into the service knowing that he would, when he reached that age, have to go out.

By Mr. Redman:

Q. And if you made it optional many of them would not keep their payments up?—A. Why I suggest that it should be optional is, that take the case of some branches of the Trade and Commerce Department it was made optional whether they contributed to the retirement fund or not and some of them said "Yes, we will contribute," and others said "No, we do not want the retirement fund."

By Mr. Mowat:

Q. I would like to know, Mr. O'Hara, whether you think you would get greater efficiency in your department if you had the right, and if every other Deputy Minister had the right, to dismiss an official for laxity or want of industry or inattention to his duties?—A. Emphatically so.

[Mr. F. C. T. O'Hara.]

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Q. Are you considering, when you are making your answer to that question, the responsibility and the danger of unpopularity which by reason of that dismissal would be thrown upon you?—A. I would be simply carrying out the law.

Q. You would be willing to assume that responsibility?—A. I would because it is simply carrying out the business of the Civil Service. It is not now as it is in the case of some general manager of a business concern, somebody is called to his desk and told that on Saturday next his services will no longer be required and that employee leaves. But it is altogether different with the Deputy Minister, he cannot do that because he has, so to speak, to justify that dismissal or somebody goes to the council or to the Civil Service Commission, or to the Minister, or somebody else, and sometimes the Deputy Minister may not be able to put in writing or to explain properly why he is taking the action that he has.

Q. I suppose if the Civil Service Act is amended it should be provided that there should be an appeal from the deputy head to the Civil Service Commission, you approve of that suggestion do you?—A. That is quite right.

Q. Now with regard to the suspension, the deputy has the power of suspension?—A. Yes, at the same time, we have always that authority, but if after we suspended a man there is the right of appeal to the Council or the Civil Service Commission, I shall be very glad.

Q. But it may all come back on you?—A. Yes.

By Mr. Mowat:

Q. Probably if you dismiss a civil servant, no matter how good your reasons are, his uncle and his cousins would write down from the constituency from which he comes either to the minister or to the member representing the constituency with promise to make it hot for the member or for the minister, have you thought about that?—A. As far as I am concerned, I would not care.

Q. But the minister might care?—A. If I were protected by law, if I had the right, I would certainly exercise that right.

Q. What do you mean when you say, if the law gave you power?—A. I mean that if the law gives me the power to dismiss a civil servant for cause I would not make the dismissal unless I knew I could justify it.

Q. Yes, but suppose you came up against an angry minister for doing it?—A. I do not quite see that it would make any difference if the minister is angry, because if I were legally permitted to dismiss somebody and I did dismiss somebody I suppose the minister could still dismiss me if I had made an improper dismissal.

Q. And under those circumstances you would still be ready to accept that responsibility?—A. Yes.

Q. There would still be that danger?—A. I quite admit that and I would know that there was a danger ahead but it would only be in an extreme case that I would dismiss any one.

By Mr. Charters:

Q. And with that power you would probably secure a higher degree of efficiency in all departments?—A. I think so, because the service has grown up in the years gone past with the feeling that if they were suspended or dismissed they could go to their member and they could have that action by the deputy minister overridden by some one in authority.

By Mr. Mowat:

Q. Do you think that the ministers as a whole would be pleased to have their staff made up for them without regard to their personal interests or do they like to interfere with their staff?—A. Some of them do, and some do not.

Q. It is a matter of personality?—A. Yes, absolutely so.

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Q. But now they have their office staff appointed for them, without having anything to say about it at all, at least that is the theory?—A. Yes, I discussed the matter with Sir George Foster some time ago when he was going away. There was a question regarding the appointment of a trade commissioner and he said you will prepare a recommendation and I will sign it. I said "What recommendation?" and he said "To appoint this man." I replied "You have nothing to do with it, you are eliminated." He said "What do you mean?" And I informed him that I would have to make application to the Civil Service Commission, that with regard to appointments the ministers had been eliminated. Sir George said "That is extraordinary." He added "I do not think there are ten members of the House of Commons know it." I replied "But you have to justify the expenditure in the House of Commons so I am coming to you before I make application to the Civil Service Commission in order that you may make the necessary financial provisions."

By Mr. Redman:

Q. That is in accordance with the principle of responsible government?—A. Yes, he is responsible for the expenditure and he must approve of that expenditure before I can apply for the official to be appointed. If it is a case of filling a vacancy and the money for the payment for that official has already been voted I could go straight to the Civil Service Commission.

Q. But in the case of a new official the minister must provide the money?—A. Yes, it is a check upon the expenditure.

By the Chairman:

Q. Any suggestions to make to the Committee, which suggestions if put into force, would improve the working conditions in the Department in the methods?—A. I am afraid I cannot. I know a number of defects which exist in the Civil Service for which I cannot suggest a remedy, as, for example, the matter of signing the attendance book, or punching the clock in the morning. One department does it in one way and another department does it in another way. Some departments require the book to be signed or the clock to be punched in the morning, and twice at noon and again in the evening; other departments require it only in the morning and again in the evening, but that accomplishes nothing. A civil servant can come in the front door and out the back door. As a rule there are only two people in the one room and one is not going to tell on the other. One person might sign the book and be away for an hour, and there is no way of finding that out, but in course of time those in authority can very easily earmark the slackers and bring them to book.

Q. The regulations require certain action on the part of the head of the branch on that case?—A. Yes.

Q. What is that action?—A. I cannot suggest any remedy, except the fact that in course of time—

Q. I mean the Civil Service Regulations?—A. They require certain reports, but what I say is this: that that book might be signed at nine in the morning, and the official might go out the other door of the building, and every building has four or five doors, and he is away for an hour and nobody knows anything about it.

Q. Suppose the head of a branch learns, apart altogether from punching the clock, that an employee is careless and is resorting to that sort of thing, absenting himself from the office frequently, the head of that branch is supposed to report to the Civil Service Commission?—A. Yes. We have these reports regularly, but the clerk who is found slacking does not slack again if he is sharply reprimanded for it. I do not say that this is a common practice by any means. I say it is only possible. I have not found a single case in our department, though I now suspect one, but I will take steps to see whether that is a common practice or not. If it is this lady in question will be reprimanded.

[Mr. F. C. T. O'Hara.]

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By Mr. Mowat:

Q. On the question of the increased employment of women in the service, is that having the effect of making it less popular with men?—A. I do not think so, sir.

Q. It is not degrading to the service?—A. No, I do not think so. I have not heard any one express an opinion pro or con.

Q. A man does not want to take a woman's job as a rule?—A. No.

Q. Are we losing in the civil service that masculinity which is necessary?—A. I think there will always be masculinity to take the top posts.

By Mr. Charters:

Q. Are not women as capable as men in the discharge of ordinary office work?—A. Yes, they are, but when it comes to executive positions, a lady could not very well occupy such posts in some of the departments.

By Mr. Mowat:

Q. In dealing with the public?—A. Yes; that is a matter of opinion very largely.

By the Chairman:

Q. That is speaking generally; there may be exceptions?—A. Yes, for example, we have had to have considerable correspondence lately upon the subject of salversan for the cure of syphilis. I do not know that a lady would care to talk about that to men, and a woman in an executive position ordering men about—it is hardly possible to expect that.

By Mr. Mowat:

Q. It is said the almost exclusive employment of women in schools is hurting to some extent the rising generation, that the big boys should not be under a woman but under a man, and that they should pay higher salaries to attract men to come and remain schoolmasters, and make that their career in life?—A. I can quite see that as far as schools are concerned.

Q. Would not that apply to the Civil Service?—A. I cannot see that. I do not think a woman would be able to occupy the position of Chief Dominion Analyst and look after three different laboratories in the country and a staff of inspectors, sending them instructions.

By the Chairman:

Q. But as a rule you think you get as good service from the female employees?—A. From the juniors, yes, and better.

By Mr. Charters:

Q. Is the same rate of salary paid to men and women where they are doing the same work?—A. Yes, the work ought to command the salary, no matter what it may be.

By Mr. McCrea:

Q. Have you not found women more faithful and more promptly on time in certain work?—A. Yes, you cannot get a man stenographer, except under great difficulty, stenographer and typewriter. Women make very much better typewriters and stenographers, and do better in general office work.

Q. In regard to the handling of the employees, don't you think it would be in the interest of the service if the deputy had power to discharge and deal with the help himself and subject to no other authority than the Commission?—A. I would not like to undertake it. We have now in our department about 1,200 people and as a rule large commercial houses have somebody to do that work for them, to hire and fire employees. I would not like to undertake it, and I am delighted to think that we have a Civil Service Commission to do that work.

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Q. Subject to the Civil Service Commission?—A. I see.

Q. For instance if you have an employee in your department who is not giving satisfaction from various causes, how would you get rid of him?—A. So far as getting rid of him, I have expressed the opinion that I think the deputy minister ought to have the power to dismiss the official, but I would prefer to go to the Civil Service Commission to get some one to fill that job and relieve me entirely of the responsibility of putting some one into that job. I am quite aware of the fact that there are occasions where that necessitates delay to the department, wanting an employee, but on the other hand the great bulk of the service is improved by reason of the educational requirements required and the raising of the standard of education in the service.

Q. Should not the Civil Service be handled very much as the employees of any corporation. For instance, in a corporation large or small the employee is under the general manager of that department. Now, if a general manager has a man in his employ who is not giving satisfaction, and he cannot get the required service out of him, he does not apply to the board of directors; he discharges this man himself, and if this man is not satisfied with that discharge he can apply to the president or the board of directors. Don't you think the Civil Servant should be dealt with much in the same way? Don't you think a man actually in charge of a staff of fifty or sixty or a hundred men, if he has a man in his employ who is not giving satisfaction, and after he has called him several times about, if he has made up his mind that the only way out of it is to discharge him, don't you think you should have that power?

Q. Do you not think you should do it?—A. Yes.

Q. Do you not think you should do it without appealing to the minister or to anybody else?—A. Yes.

Q. And that party who was so discharged if he were not satisfied he could then appeal to the commission?—A. To the commission, yes.

Q. I think it would be a relief to the minister himself if he could say to the man who goes to him "I have nothing to do with it?"—A. Yes.

Q. The Deputy Minister is the permanent official in charge of this work, he was here before the minister came in, and in all probability he will be here after the minister goes out and the minister could say to the official who came to him that he would have to appeal to the Civil Service Commission?—A. Yes.

Q. The minister could say I have nothing whatever to do with it?—A. Yes.

Q. I think it would relieve the minister from a great deal of explanation and trouble with his electors and with every body else and that it would be very much in the interests of the service if such provision were made?—A. I quite agree with you. I would like to add that from my experience of twenty-three years in the Department of Trade and Commerce I have found that certain ministers, some of them, always have an idea of politics. They always ask the question, "Who appointed this man." Now that has grown considerably less in the last six or eight years. I think that the Deputy Ministers have the confidence of their ministers much more largely than they had years ago. The Deputy Minister, as a matter of fact, if he is fulfilling the duties as I conceive them, knows no politics at all, he is in the service of the Government and is trying to discharge the duties of that office. If he is not making a success of it he ought to be fired the same as anybody else.

By the Chairman:

Q. Now in the matter of absences if you will look up your record there with regard to the stenographers to the Deputy Minister there are four on that staff with a total absence during the last year of 235 days for the four?—A. I can explain that in this way; one lady is absent 123 days, she was in ill health, her absence was covered by a medical certificate. She underwent a serious operation.

Q. That is sufficient in regard to that lady without going any further?—A. And she is one of the best stenographers in the public service. The second young lady was

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away for 18 days, for 15 days she was under special permission attending to certain duties in the city hall during the flu epidemic because she was an expert in card indexing and she was working there about 20 hours a day. Another one had 72 days and a half absence which is covered by medical certificate.

Q. What have you to say about the medical certificates, are you satisfied with them?—A. We have to accept these certificates; as a matter of fact these four you speak of are in my own office so I know the conditions existing, the other young lady is not strong, but she is a very efficient French and English stenographer and typewriter, although she should never have been in the service because of her physical condition.

Q. Number four was absent $22\frac{1}{2}$ days?—A. She was also ill, her absence was covered by a medical certificate.

Q. You are not working your staff too hard, are you?—A. I do not think so, because my immediate staff while they stay until the work is finished each day, that is the rule, even my own desk is cleaned every day before I leave it, although if they are finished with their work the next day at four o'clock I let three of them go, the Civil Service regulations to the contrary, notwithstanding.

Q. In the Translating Branch, without taking up the different details, there are two, male and female, absent 14 and 31 days respectively?—A. Both covered by a medical certificate. I have had a statement prepared showing the reasons for these absences which were not asked for by your committee and that statement has been gone over very carefully to see that these absences are covered, if covered, by a medical certificate.

Q. There is one subject here Agriculture, what does that mean?—A. That is the Bureau of Statistics.

Q. It is just headed here "Agriculture"?—A. That is a branch of the Dominion Bureau of Statistics, Agricultural Statistics, $77\frac{1}{2}$ days.

Q. There are 8 employees absent 265 days?—A. $1,477\frac{1}{2}$ days and out of that 73 days caused by illness, and $10\frac{1}{2}$ days and 7 days death in families. There is another one with $74\frac{1}{2}$ days, as a matter of fact he is $73\frac{1}{2}$ days only, one day he was absent moving.

Q. And number three?—A. 42 days only, 3 days by reason of death in the family and 4 days special leave nursing during epidemic. Another is 38 days, there is $31\frac{1}{2}$ days absence during the flu epidemic.

Q. It strikes the committee as peculiar that in that department where there are 8 employees, 4 of them, 50 per cent of these people should be absent for long terms during the year, on account of illness, which is a very large percentage?—A. It is, of course, but this includes the period of the "flu" epidemic and a considerable number of our staff at that time went nursing or were ill, and I am surprised that the number of absentees by reason of death in the family. . . .

By Mr. McCrea:

Q. It would appear that if the work of that department is carried on satisfactorily under those circumstances that it is overmanned and that the work could be done with a smaller staff composed of healthy people?—A. That seems to be a logical argument, but that is an extreme period that is under consideration now.

By the Chairman:

But the limited investigation we have had shows that the absences last year were considerably larger than during the previous year but still they were very large even in 1917 when there was no epidemic. Then take another new branch of your department, the Dominion Bureau of Statistics, the employees in which branch were $132\frac{1}{2}$ days absent, every employee except the chief was absent more or less?—A. Practically the whole amount of absences has been covered by illness or death in the family; all the time is accounted for. Occasionally I may say here and there there is a day or a day and a half off for a special reason. We cannot question the medical certificates, although sometimes I feel inclined to do so, but it is difficult.

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By Mr. McCrea:

Q. Have the departments ever made any effort to find out whether these certificates were justifiable? For instance, an employee makes application for a vacation or for a week's absence and brings in a doctor's certificate saying that he or she is sick and you should have a week or a month off, is there any investigation made to find out whether that employee spends that week or that vacation whatever it may be, attending picnics?—A. Yes, we have, but not a regular thing. I investigated only yesterday the absence of one of the messengers; I asked the accountant if he had received his salary and the accountant said that he had not because there was no medical certificate. I replied that I had been informed that this young man had been seen on the street and appeared to be all right and that young man turned up for work this morning. It seemed, although I did not know it at the time, that the medical man who has been attending him lives next door to me and he broached the matter to me that the young man had been sick and that he had been so ill that if he went back to work now the medical man said he would not be responsible for the result, because the young man was not able to do messenger work, both knees being very much swollen. The doctor stated that the young man had been suffering from inflammatory rheumatism.

Q. It is very easy to get a doctor's certificate?—A. I know this medical man very well and he says that this messenger has been very ill for the last few months and although the man came back to work this morning his doctor said he should not have resumed work yet.

Q. Turn to the Patent Medicine Branch, that is one of your new branches?—A. That is new, yes.

Q. There are five employees in that branch who were absent 163½ days; one was absent 121 days.—A. I may say with reference to the lady who was absent 121 days that she is 60 years of age and she has been continually ill, but her absences have been continually covered by a certificate, but she is about to retire from the service, she will accept superannuation. That will be one of those cases I have referred to.

Q. Now, in the Patents Office, that is one of your new branches also, that is a large branch with 61 employees and a total absence of 1,279 days, an average of 20 days in the year?—A. Well, of course I cannot speak of personal knowledge with reference to this staff, I have the details here before me, the explanation is that the greater portion of these absences were on account of illness, nursing and deaths in families.

Q. Without going into details you will notice, take this page (indicating page), and on one page there are 33 employees and in that number there were only 3 who were not absent more or less during the year. Now, on the surface, it is difficult, I think, for the committee to believe that all that absence was justified, whether medical certificates were granted or not. I know something about how medical certificates are given?—A. I cannot speak definitely about that service, that service is still under Mr. O'Halloran who has still the rank of deputy minister, a rank which was given him by Order in Council, but I find the reason stated in every case, in the statement which has been furnished me regarding them. A statement is given of the health of each individual.

Q. Then take the Copyright Branch, that will be another new branch in your department. There are 6 employees with absences of 165½ days, one employee being absent 111 days of that total, a female whose husband is not employed in the Civil Service.—A. There are 111 days here, and I have marked against it that it is a case of "flu," and against the next one 27½ days, a broken wrist.

Q. That one is very reasonable, but 111 days is a long time to be absent from the "flu"?—A. I will be glad, if it is of interest to the committee, to furnish details with reference to that case.

Q. Yes, we will be very glad to receive it, I think the committee ought to have this information because this is evidently some woman whose husband evidently is living.—A. She does not live with her husband.

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Q. It is a question whether the country should be burdened with the charge of supporting her if her husband is living. Is he supporting her at all?—A. No, he is not. This is an embarrassing case. If the committee wish, I can let them have in confidence a statement of this case.

Q. I wish you would let us have full information in regard to it.

By the Chairman:

Q. Pursuing that general question of sick leave we want to ask your opinion: the opinion of the committee, I think, is that altogether too much leave of absence is shown not only in your department but in other departments. Have you any suggestions to make by which that could be remedied? Of course the statement you have shows that medical certificates have been given, we do not dispute that statement at all, but I, as one of the committee, would not be inclined at all, to accept the general statement that medical certificates are being granted only when they are justifiable to the extent that the medical certificates are being granted.—A. I quite agree with you.

Q. There cannot possibly be that amount of absence which is due to legitimate causes?—A. No.

Q. Have you any suggestions to make in reference to that matter?—A. I am afraid I have not, the law permits absences when medical certificates are furnished, and the civil servant knows that it is a right he has, provided he furnishes a medical certificate, to get these absences. Under those circumstances the Deputy cannot but grant that leave of absence unless he has reason to believe the accuracy of the statement in that certificate and then he can make an investigation.

Q. Of course you always have the medical certificates?—A. Always, and we cannot very well question the veracity of a well-known physician.

By Mr. Charters:

Q. Would not the appointment of a medical board as part of the service in all probability remedy that difficulty?—A. I have sometimes thought that possibly it would, if an independent physician were appointed with power to visit those who are absent on medical certificate and to make an independent inquiry into every certificate that is granted, that is round about Ottawa, his time would be very fully occupied.

Q. But that is a very difficult thing to do?—A. Of course, he would have to go and question the certificate of a brother physician.

Q. There are serious difficulties to be encountered in that way?—A. But at the same time, why should he not do so, why should he not be an inspecting physician.

By the Chairman:

Q. Under the regulations an employee is allowed to be absent for so many days without presenting a medical certificate.—A. For six days.

Q. Six days, without a certificate or is it three?

Mr. MOWAT: Section 41 provides that leave not exceeding six consecutive days or 15 working days in the year be granted.—A. Yes, 6 days.

By the Chairman:

Q. I think it is section 33 provides that whenever the absence exceeds six days a medical certificate shall be obtained?—A. He is absent six days, and then he produces a certificate.

By Mr. Mowat:

Q. They do designate medical practitioners?—A. They have withdrawn that.

Q. On account of objections from the Medical Council?—A. I think so. They had six physicians named and there were complaints, and now any physician in Ottawa can grant a certificate.

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By Mr. McCrea:

Q. Would it not be an improvement if the Government should appoint one or two physicians of their own, from whom the parties desiring leave would have to obtain a certificate?—A. I really cannot say about that. In some cases the attending physician would telephone to the inspecting physician and say, "Yes, this is all right," and the inspecting physician would pass the case, but there may be certain illnesses which the attending physician will know all about for years, and if the patient is required to go to some stranger who knows nothing about it, they might have to undergo an examination which the women would not like.

By the Chairman:

Q. As to that regulation which permits them to be absent for a few days without a medical certificate, it seems to me that, knowing human nature, as I think I do, it would be very likely to be abused, unless some stern measures were taken to prevent it?—A. It is recorded, of course. All absences under the six days are recorded.

Q. How much of these absences is accounted for by these short periods?—A. I could have that information prepared.

Q. Would that be available?—A. It would take some little time. Each case would have to be gone into. I think it can be prepared without much trouble. I will endeavour to furnish you with that statement.

Q. We might take the Patents Branch?—A. Yes, indicating the total absence, the absence covered by medical certificate, and all other absences, or I can give a statement showing the reasons for each day, whether "flu," nursing, death in the family, or whatever it is. I do not think there could possibly be any objection to any inspecting physician. A physician who gives an honest certificate has nothing to fear.

Q. You have mentioned one case in the Patents Office that might be inquired into. Are there any others?—A. No, there are no comments I can make with the exception of that one in the Patents Office. I know that the first lady mentioned is married and is deaf.

Q. Was she giving satisfactory service?—A. Giving only fairly satisfactory service. She is one of those I had reference to as to possible retirement.

Witness discharged.

The committee adjourned.

TUESDAY, June 10, 1919.

The committee met at 4.30 o'clock, p.m., Mr. Steele, in the chair.

Mr. Robert Millar Coulter, C.M.G., M.D., Deputy Postmaster General, sworn.

By the Chairman:

Q. The committee, while I will not say that we believe that certain conditions exist in the Civil Service which have been represented, yet it is believed by a considerable portion of the community, that certain conditions do exist which should be corrected, and the committee was appointed largely for the purpose of ascertaining what conditions do exist in the Civil Service that should not exist, and, if any untoward conditions are found to exist, what the remedy is. We are not a committee to act as an inquisition into the Civil Service, but rather to ascertain what conditions exist that should not exist and to find a remedy for them and for that reason we desire witnesses to feel perfectly free to say anything they choose.

Q. You are the Deputy Postmaster General?—A. Yes.

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Q. How long have you had that position?—A. About 22 years.

Q. I would suggest that you state to the committee what you, as Deputy Postmaster General, do to secure the most efficient work out of the staff?—A. Of course the routine work must be attended to, but the department was not organized by me and the work so laid down from day to day has to be discharged. The organization and the work is largely carried on through the appointment of chief clerks and in some cases assistants to the chief clerks, to look after a certain number of the staff, and the duties are divided among the different branches of the department. Mine is largely that of a referee and—shoving the work along wherever there is any necessity for doing so.

Q. That has reference particularly to the work?—A. Yes.

Q. What about the employees?—A. The employees are always appointed by the Civil Service Commission.

Q. What is done to see that each employee is doing his or her share of the work each day?—A. Each clerk of the division is held responsible for that; he should see that there is no loafing in the corridors, and that there is no going out on the street at irregular hours, that when the employees come on duty they remain there until the hour for leaving. We have to depend upon the chief clerks to a large extent.

Q. Do the chief clerks make any reports to you?—A. Certainly, they report every week, if any employee is not doing proper work, or absents himself without cause, or is late, or does not work with the energy he thinks he should, it is the duty of the chief clerk to report it at once.

Q. But you leave it with the chief clerks to supervise the work of the staff?—A. In the routine work, yes. I do not see how any deputy minister can be constantly going into the room; in my opinion it would do harm rather than good.

Q. In your department you would not have it?—A. No, in my department I would not. I do not think it is wise for the deputy to go into the room constantly, if he has chief clerks whom he can trust; I think the chief clerks do their duty pretty well, and they of course report everything that occurs that needs reporting to the Deputy Minister.

By Mr. Charters:

Q. Do you ever have conferences with the heads of the departments?—A. I do not think there is a day goes by that I do not have conferences.

Q. I mean conferences at which they will be present?—A. Occasionally, when it is necessary. Ordinarily the work of the branch does not need any conference because the man at the head is responsible for it. There may be a general discussion, if any such is needed, we have it frequently in my room.

Q. How long since you had one?—A. Well, I do not remember; we had a strike lately, and were not without conferences, but within a week or two.

By the Chairman:

Q. Are you satisfied that you are getting the best efficiency from the staff as a whole?—A. No, I do not think I am. I do not think the system under which the people have been appointed is calculated to produce efficiency.

By Mr. Mowat:

Q. You, not having appointed them yourself, occasionally get a staff of misfits?—A. Exactly.

Q. And you have no power to dismiss them; has it occurred to you at times that you would like to have that power, in order to get more efficiency?—A. I think you could get efficiency without dismissal if you get the proper people.

By the Chairman:

Q. To start at the beginning, you might intimate to the committee the cause for inefficiency?—A. A great many people have been appointed because it was necessary for them to have a position in order to make a living, they could not make it elsewhere, and they think that the Civil Service is the proper place for them.

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By Mr. Charters:

Q. You mean they were unable to earn a living at the time of their appointment?

—A. I would judge so, by the way they have made it after they came in.

By Mr. Mowat:

Q. You refer to appointments of more than ten years ago?—A. I would not like to individualize.

Q. But the Civil Service Commissioners have been in office for over eleven years.—A. The Civil Service examination has done a great deal to improve things, there is no doubt about that, but it does not absolutely guarantee efficiency; some men may pass the examination and not be very efficient in the Civil Service after all.

Q. I gather that there has been influence used to get them into the service?—A. Patronage has been the bugbear of the Civil Service.

Q. But there has been no patronage since 1908?—A. Well, there were appointments due to patronage.

Q. But since 1908 there have not, appointments have been made by the Civil Service Commission?—A. I think as a rule the Civil Service Commission gives good servants to every department, but I may say that there are people appointed that are not efficient.

Q. What kind of people do your remarks refer to?—A. To the inefficient.

Q. Sent to you by the Commission?—A. I think perhaps some of them are.

Q. But generally they have been appointed by political patronage?—A. Yes, and friendship; it was not always politics.

By the Chairman:

Q. What other conditions do you think would be responsible for the appointment of people who are not giving the greatest efficiency possible?—A. I think the conditions are on the right track now. I think under the Civil Service Commission there has been a considerable improvement, which has been evidenced in an increasing ratio and the improvement has been pretty steady.

Q. Would you suggest that there was any other class of employees except those that were appointed under patronage or for political purposes, that are not giving good service?—A. No, I have no complaint to make of my department at all, they are hard-working, diligent, fellows and have given splendid satisfaction, and it is only occasionally that a man falls down and that you will find everywhere. Taking the service of men as it goes, I would be quite prepared to take my department and compare it with any business concern in Canada.

By Mr. Mowat:

Q. You would?—A. Yes.

Q. That is quite exceptional among the deputies because they think as a rule that they are not equal to a well-organized business firm because they have not a say in the appointment or dismissal?—A. I cannot say that of my department, so far as my department is concerned, I have no faults to find with excepting that degree of inefficiency that will be found in every staff.

By Mr. Long:

Q. What have you to say as to overmanning?—A. At the present time we are not overmanned; I have carefully inquired in regard to that. I think before the war we were overmanned, but a number of men have gone away and a number of men who have been necessarily absorbed in the department prove that the department is not overmanned at the present time.

Q. Has there been an increase in the work?—A. There has been an increase in the work. Of course the war added a great deal to our work.

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By Mr. Mowat:

Q. Is your department becoming feminized?—A. It depends upon what you think as to the number of women working there?

Q. Yes?—A. I think we have a great number of them.

Q. Owing, I suppose, to the fact that you cannot get efficient men on the salaries that are paid?—A. That has been in past years to some extent true, but woman is trying to make her way in the world just the same as men and we are suffering, or fortunate, in that fact, whichever way you care to look at it.

Q. Are women as efficient as men?—A. Some women are very efficient.

Q. But take the average woman in your department, what do you say?—A. I have not anything to say against the women.

Q. But will women do as good work as the men at the same salary?—A. Yes, they do as good work as the men, but they do not stand it as well, their health is not as good, but I have some women who stand the work well.

Q. They work six and a half hours a day in the winter and five and a half hours in the summer?—A. Six and a half hours a day, that is the rule with regard to hours in the department.

By the Chairman:

Q. I presume, Doctor, that according to your showing, the supervision of the employees in the branch is left entirely to the chief clerk of that branch?—A. The immediate supervision is.

Q. Yes, that is what I have reference to, and consequently the efficiency of that branch will depend upon the efficiency of the head clerk?—A. You must, of course, watch that; if you find that the chief clerk is not efficient, then you must look out.

Q. It has been possible in the past to have a head clerk who was not efficient?—A. Quite so.

Q. And if he is not efficient it means that the whole branch is more or less inefficient?—A. Yes, it means that the work of that branch over which he has charge suffers.

Q. Then even the deputy could not secure the greatest efficiency for that branch?—A. Yes, of course it is very important that the man promoted to be chief clerk should be of the first calibre.

By Mr. Mowat:

Q. You were a medical man at one time?—A. Yes.

Q. Has it come to your notice that there are a great many applications made for sick leave that may very well not have been made?—A. There are a great many applications and, I may tell you, in our department they have complied absolutely with the law; that is they must have a medical certificate.

Q. I suppose you accept the medical certificates without question?—A. You cannot do anything else.

By Mr. Long:

Q. Is that the only reason you accept them without question, because you cannot do anything else?—A. That is a rather delicate question to ask.

By the Chairman:

Q. Can you give us any other reason for there being more or less lack of efficiency? That is any other influence which tends to decrease the efficiency of your department, for instance, if you permit me to suggest what about the old employees?—A. The old employee?

Q. Yes.—A. What do you mean by old employees?

Q. An employee who is too old to give efficient service.—A. Well, there are men who are of an age that they cannot give efficient service, yet they do the best they can

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and I consider that is one of the great evils that has come as a result of the repeal of the Superannuation Act.

Q. That these men are still in the department?—A. They should be retired.

Q. And there is no humanitarian way of getting rid of them?—A. They might be doing their best, but their best cannot equal that of men who are much younger and more efficient.

Q. Have you any men in your department that are not giving any service?—A. None that I know of.

Q. Can you give the committee any idea of how many there might be in the department?—A. At the present time there are about a thousand.

Q. But I am speaking of the old people who should be retired?—A. There are not a great many. A great many of them have retired; we are not overburdened with old men now, we have men who are 68 or 69.

Q. What about younger employees whose health is such as to prevent them from giving a reasonable service?—A. We may have some. Of course a woman after a few years gets worn down and they are not as efficient in my opinion as men, they do not stand it as well.

Q. I have reference to employees who are absent a great part of the time owing to ill health?—A. We have not many of those.

Q. We find in the report on absence Doctor, that in some branches there is a great deal of absence.

By Mr. Mowat:

Q. I want to know if you have had any conversation with people in the Civil Service, especially in your own branch, as to whether they would favour the Superannuation Act?—A. I think the departments are in favour of it universally.

Q. You know, Doctor, there is a great objection to paying the fees necessary, a percentage of salary towards superannuation. Do you think that a man getting \$1,400 would be willing to pay \$70 into the fund?—A. Are you referring now to the Retirement Fund or to the Superannuation?

Q. Now supposing we have a new superannuation scheme which will probably be based on payments of between 5 and 7½ per cent of the salary, which will be paid back to the Government as against the time of retirement, but it has been said that it has been considered a very great hardship to make any such provision in the Bill.—A. Not specially, but I would think 5 per cent was a very heavy percentage—an unnecessarily heavy percentage.

Q. That is the latest view of the actuaries?—A. If the Act is administered squarely and honestly, I think a lower percentage than that would be sufficient. I think the system of the banks and insurance companies prove that.

Q. The Carnegie Institution for the retirement of professors of universities figures on 5 per cent, and the Committee on Experts in the United States has come to that conclusion.—A. I would accept that, if that is the case. I think the Superannuation Act would be one of the strongest things that could be passed in favour of the service, both as regards keeping them constantly there and getting the proper class of men.

Q. If you have been 22 years there, that went out before you came in?—A. No, I came in just as it went out.

Q. You remember the reasons for it being abrogated?—A. The reasons were the general prejudice that I think existed against superannuating any man.

Q. The feeling was to bounce him?—A. Yes, but I think the Government that repealed that provision regretted doing so.

By Mr. Charters:

Q. It was in response to agitation?—A. There were a lot of things at the time.
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By the Chairman:

Q. In your department it was customary for the employees to get the regular holidays, three weeks?—A. Yes.

Q. We have a statement here giving the number of days' absence for each employee over and above the regular holidays and I find in the Secretary's branch one employee absent 103½ days, another 149, another 132, another 126, and so on?—A. Will you give me the names?

Q. Will you have knowledge of these or will you be able to get the information?—A. I can get the information.

Q. We can call the head of the branch?—A. The head of the branch will know.

Q. Now, to the Committee, that degree of absence seems unjustifiable?—A. I am of the opinion that in some cases it should not have been granted, although a great many of the workers do not take the holidays, but still some of them take their holidays too. They comply with the law, and it is the most difficult thing to refuse them. They get the medical certificate, they get the sick leave, and it is a very difficult thing to refuse that leave. You may suspect a man of malingering, as I very frequently have done, and being a medical man myself, sometimes a certificate is more suggestive to me than it is to the ordinary man. If the medical man signs, and they assert their illness, and it is put up to you in regular form, it is a very difficult thing to refuse it.

Mr. MOWAT: I agree with that. I take a medical man's certificate.

By Mr. Long:

Q. There is no medical man who will not believe it?—A. I do not say that. There are times when you would naturally be inclined to criticise closely, but if you are up against the law being complied with, I do not see how you can refuse very well.

The CHAIRMAN: I think in the face of that it would be difficult to convince the House of Commons that all this absence was justifiable, and perhaps when we get the details of each case, we may find that it was, but the point is, how are we going to prevent it?

WITNESS: That is a very desirable thing—to prevent it.

By the Chairman:

Q. Especially are we confirmed in that view because we find in some branches the absence is very much less than in others?—A. Yes.

Q. I have two or three branches summarized. The Money Order Exchange Branch, where 66 employees in the permanent staff were absent on an average 35.4 days each, over and above their regular holidays?—A. Yes.

Q. We find for instance in that branch the males on the permanent staff average 18½ days absence, and the females 41 days?—A. Yes, the female employees are very much in excess of the other.

By Mr. Long:

Q. It seems to me the question of sickness must be considered. We might have the opinion of a medical man whether this sick leave is being taken advantage of?—A. Do you want my opinion in regard to that?

Q. Yes?—A. I have no hesitation in saying that I think it is taken advantage of in a great many cases.

By Mr. Mackie (North Renfrew):

Q. The medical profession is deteriorating?—A. Perhaps.

Q. You did not have the Bate prescription in those days?—A. No, but human nature has remained the same.

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By Mr. Charters:

Q. Would a medical board be more likely to produce better results rather than going to the family doctor?—A. The family doctor is often put in a peculiar position; there is no question about that, and it is a very difficult proposition. I am not sure, but I think in England they employ a medical man in some places for the discharge of these functions. He does not practise. He is an officer of the Government, and that system is said to have worked out fairly well. That man is a salaried official.

Q. Do you not think that the maximum allowed under the law for absence, even under medical certificates, is too large, and that they should cut that down a little?—A. I do not think you could cut that down. It is the necessary leave that is given when people want it.

By Mr. Mowat:

Q. For funerals?—A. Yes, and if the Deputy Minister and others exercise their prerogative, I think it will work out well. If a man is given a year's leave, surely that means that one year is all he is given. If he is not well then, that is all he is given. That might be safeguarded by something to make it more definite.

By the Chairman:

Q. Would withdrawal of pay assist?—A. The law is that no man can be paid now for more than a year.

Q. These shorter leaves, 6 days without a certificate?—A. I understand the commission is going over this. There was a commission in which they were trying to ascertain the views of the deputy minister and the head of the department in regard to the leave, and I understand they were curtailing it more and going into the matter.

Q. We also inquired about the number of married women in the department, as to whether their husbands were in the service or not, and married women whose husbands were living. I noticed in this statement there are 21 married women in your department. Have you any suggestion to make to the committee as to the advisability of employing women?—A. I have married women who are just as efficient as any one in the department.

Q. Apart from their efficiency, do you think it is a proper thing that the husband and wife should be in the service of the country?—A. Well, a higher power than myself has decreed that, and I do not care to comment.

By Mr. Mowat:

Q. But that is the fellow we are after?—A. The Government has decided that should prevail, and I think under those circumstances it is my business to make the best of it and I am bound to say that I think the majority of the married women are efficient.

Q. The Chairman is referring to a place where they are both in the service?—You mean both in my service?

Q. Have you got such?—A. I do not think so.

Q. But there may be a case where the wife is in your department and you know of the husband being in another department?—A. I take it that, being in the department, the Government has approved of it, and I think it is my business simply to say whether they are efficient or not.

Q. That is fair enough?—A. And my belief is that the majority of them are efficient. Naturally if they have a family in the course of married life they would become less efficient.

By Mr. Long:

Q. It seems to me detestable that women should have to leave their children to other women and to go into the service?—A. I could not say about that, I do not know what they do.

Q. Are there many in your department situated in that way?—A. I cannot say about that, I have never looked it up.

[Mr. R. M. Coulter.]

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By the Chairman:

Q. I have looked at some of these reports and I see that some women have been charged with a great deal of absence.

By Mr. Long:

Q. The doctor made a statement a short time ago that I think should be looked into and that was to this effect, that the women apparently wore down more rapidly in that department than the men?—A. Yes, after a time they do not stand the work as well as the men.

Q. At what age do you notice that?—A. Well, a good physically strong woman who lives a healthy life will go on till between 50 and 60 years of age, as a great many of them do. Doing six and a half hours of work daily they certainly last as long in the Civil Service as they do in any other business. The work in my department is close and exacting and my experience is that if you lengthen their hours over six and a half you do not gain anything.

Q. And you think they work constantly during the six and a half hours?—A. These women are working constantly and the strain of the work is so great that if you extend those hours you are liable to have mistakes. I have conversed on that subject with the accountants in the Money Order Branch and they say that the mistakes that are made after six and a half hours work in the hot weather, particularly, but even taking the year around when they are pressed, that they make so many mistakes that hours have to be spent the next morning in correcting them. I am strongly of the opinion that the man who works hard and faithfully for six and a half hours a day is not doing badly.

Q. You do not think there was any of this knitting going on in your department?—A. If there has been there was no excuse for it. I would not like to think that any of my chief clerks would be guilty of allowing that. I have confidence in my chief clerks that they would not allow anything of that kind to go on.

Q. I do not think any of that happened in the post office?—A. I think not.

Q. Have you ever conferred with any of your chief clerks about that?—A. Yes, they have always said, it has cropped up occasionally during the war and it was sometimes a delicate thing to suppress it during the war. So many people were working for the soldiers it was so popular a thing to be doing, and you could not always control it. For instance during the war we had to give a great many privileges to war workers in the way of hours and that sort of thing and public opinion was such that you dare not refuse it.

By the Chairman:

Q. Here is one of these same women, receiving \$1,000 a year, and she was absent 86½ days?—A. Was that during the last year?

Q. Yes, and her husband was employed in the Public Works Department. Have you any knowledge of that case?—A. I do not know anything about that individual case, I think it was an old, old woman.

Q. No, she is only 49. There is another old woman here 70 years of age, whose husband is employed in the House of Commons?—A. That woman is an exceedingly clever woman and a good worker, I know her, we have no more faithful worker in the department than that one, she does first-class work.

Q. I understand some of these women are supporting the house, their husbands may be absolutely inefficient although they are in the Civil Service?—A. There is something in that.

By Mr. Mackie:

Q. Are the caretakers in the outside service allowed holidays?—A. They are outside our department, they are in the Public Works, but I think they are allowed annual holidays.

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By Mr. Long:

Q. I have not heard yet from any of the witnesses what method they would suggest of getting rid of any man they would like to get rid of. Take for instance a post office inspector, who does not live up to the spirit of the law. I have one in mind and I think perhaps it would be better for the department if he were simply lost. And yet when the question is asked in reference to such cases everybody answers and says that we cannot do it, but why can they not get rid of him?—A. The general opinion prevailing in the service is that a man who has not any money, an official who is getting old, if you throw him on the street you are doing a thing that is not fair to him, particularly if there is no Superannuation Act under which he can retire. The work of the Civil Service is of that nature that he cannot go outside into the outside world in a general way and make a living. Once he comes into the service his chances are that he will be a civil servant as long as he lives.

Q. It seems an aggravating thing to hear so much charity worked up in connection with the Civil Service?—A. Would you call that charity, if the man is in the service?

Q. Supposing a man is not too old to work, and does not live up to the requirements of the service and is not efficient why should he not be fired?—A. There is no reason in the world why he should not, but that inefficiency has gone on for years.

Q. But all the deputies say that he cannot be fired?—A. Remember that we are trying to get away from a condition that has obtained for a number of years, a condition which has been allowed to grow up and a condition that you cannot get rid of at once. You must do it gradually and take no more inefficients on.

By Mr. Charters:

Q. Is not the establishment of a Superannuation Fund the way out?—A. I am undoubtedly in favour of superannuation.

Q. You are strongly in favour of that?—A. I believe that when superannuation is established a more efficient staff of men will come into the service, the applicants will be of a higher type. There is a class of university men who will give splendid service, they are well educated and well informed men, but they do not like business life, and superannuation would induce those men to come into the service, to their own disadvantage. Since I have come in here I have not got a single chief clerk that I would not have lost if it had not been for the fact that the Superannuation Act was in existence, that is the old Superannuation Act; that held them. I think that superannuation would be one of the strongest influences against strikes. Men who are under superannuation will not want to go on strike.

By the Chairman:

Q. This fact strikes me that speaking a few moments ago you mentioned that under the old system of superannuation abuses had grown up of long standing. Now I think we all believed that when this committee started to work, but you know we have had great difficulty to find these abuses which it was supposed existed. In the evidence of the officials that have been examined we cannot find anything in support of that idea. These officials claim that the efficiency is of a high standard and their evidence would almost lead us to believe that these abuses are imaginary rather than real?—A. I cannot speak of any other department than my own, and I have told you my opinion of the efficiency in that department. I do not think there are many business concerns that compare with the men in our department. I have seen letters written in and sent out by business firms that have come into our department and if those letters had been written in my department, as I have seen them come in from business firms, the employee who wrote them would not stay very long with me.

By Mr. Charters:

Q. You have the authority to dismiss inefficient servants?—A. No, we have not [Mr. R. M. Coulter.]

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Q. Is not that unfortunate?—A. Well, we have the authority, I suppose, you know in one way we could make the recommendation to the Postmaster General to dismiss, but you will understand that so long as politics controlled there was a great reluctance to make use of these recommendations, and if they were made they were not likley to be followed.

By Mr. Mowat:

Q. As far as dismissals go you say political influences no longer have force?—A. I do not think at the present time party politics would control the Commission.

Q. Supposing you asked a minister to dismiss a man and that man is the nephew of a man in his constituency, do you suppose he would dismiss him?—A. I am very certain that in the Post Office Department if we were determined to get rid of that man on his merits and made a recommendation for his dismissal that he would get out.

By the Chairman:

Q. Members of Parliament have had the odium cast upon them of making improper appointments and when we endeavour to investigate the condition of the Civil Service we do not find that there are many inefficient employees in the service. Therefore it would seem that the members have been wrongly charged with making bad appointments and I would gather that in each case the inefficiency, if any, must be in some other department than that for which the witness under examination is responsible. I am not saying that is the case in your department?—A. My experience of the members was not an unhappy one at all. I think they try to get as good men as they could get. There is always as good a Grit as there is a Tory, and whatever party was in they tried to get as good men as they could to appoint to the different positions.

Q. The evils of the patronage system are not always inefficient appointments?—A. No, but after the men get into the service sometimes they rely too much on politics to keep them there and probably the member is under pressure sometimes, after they have been appointed, to prevent them being dismissed, and he will perhaps lean towards leniency more than he should. It does not make for good discipline, but the choice of the member was not bad, in my opinion, at all. I think that if a man does not live up to the spirit of the service he should not be retained. But are not these complaints that you are making such complaints as are made in all businesses. You take every business and the head of it probably will retain men in his service because he does not want to hurt somebody's feelings.

Witness discharged.

Mr. GEORGE F. O'HALLORAN, Deputy Minister and Solicitor of Patents and Copyrights, sworn.

By the Chairman:

Q. What is your position in the Civil Service?—A. Solicitor of Patents and Copyrights.

Q. How long have you held that position?—A. Since the 17th of June, 1918.

Q. What are your duties in that position?—A. They are not very clearly defined, I am supposed to have charge of the Patent Office and Copyright and Trademarks and the Copyright Branch.

Q. Are you responsible for the work of these branches?—A. I understand so.

Q. Who is the Chief in the Patent Branch?—A. Mr. W. J. Lynch.

Q. And who is the Chief of the Trademark and Copyright?—A. Mr. B. V. Ritchie.

Q. This report on the patent office gives the number of days absence for each employee; totalling this up we find that there are 61 employees, only two absent on

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military service, and the days of absence during last year total 1,305, giving an average of 22 days to each employee. Have you any explanation to give on that subject?—A. No, I find that these leaves were regularly granted and wherever a doctor's certificate was required by the regulations it was furnished. The department has no discretion in the matter beyond to grant the leave which was taken.

Q. Just on one page of this return, on which there are 33 employees, everyone is absent more or less except three. I understand you to say that it would only be on account of sickness that they would be permitted to be absent?—A. Well, there were several causes.

Q. That is generally speaking it would be?—A. Or death in the family.

Q. Generally speaking it would be on account of sickness?—A. Yes.

Q. Would not that seem to be a very large percentage that out of 33 employees 30 of them were sick sometime during the year?—A. Yes.

Q. Have you a copy of the report there?—A. Yes. The percentage does seem high.

Q. Have you any knowledge as to what effort is made to keep down absences, or is any effort made any more than presenting the medical certificate?—A. An effort is certainly made, but I am satisfied that the two chief officers under me investigate the several absences, but if the absentee furnishes the department with the certificate required by the regulations, we are bound to accept it.

Q. Would you go so far as to say that you are bound to accept it?—A. Well, I consider so. That is my interpretation of it.

Q. No option?—A. No.

By Mr. Charters:

Q. Did you ever find any of the staff away at a ball match?—A. I was going to add this; I recall a case where I questioned very much the doctor's certificate. I investigated the matter myself, and I think my investigation led to the clerk's dismissal. I remember rather a warm discussion with the medical man. I was satisfied that the absence was not due to illness but to intemperance, to inebriety. I spoke to the doctor about it, he gave his certificate. I forget the nature of the illness he certified this employee had suffered from. I told him he should have seen from the man's condition that it was not that, but that it was over-drinking. I refused to accept the certificate and the man was dismissed.

Q. Is the same scrutiny exercised as would be exercised if you were at the head of a corporation?—A. Not at all.

By the Chairman:

Q. Why?—A. If I were chief clerk in the head of a branch in a private corporation, if a man did not get certain results, he would go himself.

Q. He would be fired?—A. The chief clerk would have absolute control over his staff, he would select his staff; if a man was inefficient, he would simply dispense with him. Of course, the chief clerks have no such authority and they are not responsible for results as the head of a branch of an industrial or financial concern is.

Q. Here is a matter in which he has absolute authority, the absence? Why should he not exercise authority?—A. I do not understand that he has.

Q. Well, no one else has?—A. If the absentee presents the certificate required by the regulations, he is bound to accept it.

By Mr. Charters:

Q. But you did not accept it in one case?—A. That was a very glaring case.

Q. If you had the right to appoint and dismiss, could you get better efficiency with a smaller staff?—A. I think so.

Q. You think you could?—A. Yes.

Q. Then it is the system that is at fault?—A. In my opinion.

[Mr. G. F. O'Halloran.]

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Q. And you think this medical certificate for absence is abused to some extent at least?—A. I do not know that I would just use that word. It may be a little taken advantage of to some extent.

By the Chairman:

Q. I do not like to see you putting that so mildly as that, because I think any employer of labour whose employees were absent during the year in addition to the regular holidays, twenty-two days, would think that there was something seriously wrong in his department?—A. In a private concern.

Q. In any concern where there was that amount of illness, and the greater part of this would be accounted for by medical certificates. An employer who had that amount of illness among sixty-one employees would think he was really running a sanitarium or something of that kind?—A. He would look for stronger people.

Q. The question is if it would not be well to get rid of a lot of the people who were ill so much requiring doctors certificates so frequently?—A. I fancy the superintendent of a branch in an industrial concern who had employees who were absent so much as that through illness would get rid of them, but the chief of a branch in the Civil Service cannot do it.

Q. Has the head of any of these branches recommended to you that it might be advisable to dispense with the service of some of these?—A. It has been a matter of discussion between the heads of the branches on several occasions.

Q. Do you presume that the heads of the branches would be glad to have that authority?—A. It is a question I cannot answer.

Q. Of course, these officials would be anxious to make the department as efficient as possible?—A. They are looking for efficiency, but I do not know that they are anxious to have their responsibility increased. I would not like to speak for them in that respect.

Q. So many employees being absent from day to day must interfere with the attitude of those who are present?—A. I have no doubt it is the desire of both the heads of those branches as well as all the heads of the branches of the public service to have as capable and efficient a staff as they can.

By Mr. Mowat:

Q. Their sense of duty and personal pride would be sufficient to make them feel that way?—A. Naturally, the normal man.

Q. Do you think the small space given to clerks in offices and the confinement has anything to do with the illness?—A. I think very likely in some cases.

Q. I was in Mr. Ritchie's office once, and he had about fourteen people in one ordinary room?—A. Mr. Ritchie's office was not suitable at all for the continuous clerical work carried on there. It was not sufficiently lighted. However, he has been given better quarters.

By the Chairman:

Q. What in your opinion would be the effect of stopping the pay if they were absent over and above the holidays, as they usually do in industrial concerns?—A. It is done.

Q. Not generally done in these absences?—A. It has been done to my knowledge.

Q. In individual cases?—A. Yes, but in the case of sick leave, where the absentee provides the requisite certificate, there can be no deduction made.

Q. He gets back again to the regulation?—A. Yes.

Q. But if the employee felt, "Now, I cannot be absent to-day, I will lose my pay if I am absent," don't you think that might reduce the amount of sick leave?—A. Yes.

Q. And the number of medical certificates?—A. It certainly would.

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By the Chairman:

Q. I think something will have to be done in order to remedy this difficulty because we find that in many departments there is about 10 per cent of the time lost, and it naturally follows that the efficiency of that department must be reduced more than 10 per cent as a result.—A. I have no doubt that the regulations with regard to sickness are taken advantage of.

By Mr. Mowat:

Q. When civil servants are living right up to their salaries, and necessarily so, do you think they would be prepared to pay a substantial sum in the way of percentage of their salary in order to secure superannuation?—A. I think so.

Q. You think they would?—A. From information that I have obtained in discussing the matter with the civil servants, I think that it is almost universally the case that they would pay a rather high contribution, even at a high rate in order to secure superannuation, provided of course the contribution would be refunded in case there was no superannuation, in case the clerk died in the service.

Q. That is a part of all superannuation systems now, that they get a refund in such cases?—A. In nearly all the cases that occurred that come to my observation in my seventeen years of experience the clerk died without having enjoyed superannuation, and his family lost his contribution to the fund.

Q. That system is out of date now?—A. But if a modern system is introduced I am satisfied that the service generally would accept it even if it involved a rather high contribution.

Q. Do you know, Mr. O'Halloran, whether the people in your department take advantage of the Annuities Branch at all?—A. I do not know.

Q. That is a splendid saving institution it seems to me?—A. I know they have taken advantage of the life insurance very generally; I would have no knowledge of the annuity, but I would of course, of the life insurance.

Dr. COULTER: I can answer that question, they have not.

Witness discharged and committee adjourned.

THURSDAY, June 12, 1919.

Mr. A. W. THROOP, sworn:

By the Chairman:

Q. What is your position in the Post Office Department?—Secretary.

Q. How long have you occupied that position?—A. For the last six years.

Q. How long have you been in the Post Office Department?—A. Forty-nine years this coming year.

Q. You reached this position through promotion?—A. Yes.

Q. How many years have you been in this branch?—A. Through the whole service.

Q. Grown up with the branch?—A. Yes, I came in under Mr. Griffin.

Q. I may say that there are certain matters that we are anxious to get accurate information on, and we want you to feel that the committee has no antagonism to any person whatever, but the matter of the absence of the employees appears to be a very large one, and on the surface seems to be unjustifiable. We want you to feel perfectly free and candid with the committee, and let us know why there is so much absence, and give us the reasons for it. You have 46 employees?—A. Forty-eight.

Q. And the total days' absence, do you remember?—A. The total for this year?

Q. Yes, over and above the holidays?—A. I think for this year it was 1,260 days—an average of 26 days.

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Q. The employees generally take their regular holidays?—A. Yes, they take their regular holidays.

Q. So that there was practically a month's absence in addition to the regular holidays of an average for each employee?—A. Yes. Of course, the average might look large on account of the illness of several of the employees, which was very prolonged.

Q. How much was due to that?—A. I think we made a statement of that. There was very extensive super-leave granted on account of illness. In one case there were 103½ days; in another case 149 days; in another 132 days. These are all female employees. The rest are fairly normal.

By the Chairman:

Q. Have you anything to say as to the cause in these cases?—A. They were occasioned by illness, and of course the illness in every case was covered by medical certificates. There was the influenza. I think we had eight or nine cases amongst the female employees, and one case of influenza among the male employees.

Q. Deal with these cases of long absence first; these were not due to influenza?—A. No. In the first case mentioned, that of a female, the illness was due to anaemia and insomnia, according to a certificate furnished by Dr. Mayberry, and an Order in Council was granted for the last leave. Under present conditions, I think, dating from December 18, Orders in Council are not necessary under the new rules and regulations adopted by the commission. Before that, any leave exceeding a month had to be covered by an Order in Council.

Q. Have you any record of the absence of these few cases last year?—A. Last year there were 880 days, an average of 18.

Q. I refer to the few cases of long absence?—A. I have, but I have not it with me. We have a record in the department.

Q. Can you tell the committee how often these parties were absent before?—A. No, sir, not very frequently.

Q. Are they chronic invalids?—A. I cannot say. In the first case, 103 days, the lady is fifty-seven years of age. She is a very efficient employee, and one who is entrusted with duties, correspondence and so forth of a very important character, and I do not recollect her having any long absence before last year.

By Mr. Mowat:

Q. You mean the past year?—A. Yes. The present year ending March 1919.

By the Chairman:

Q. In addition to these I see in the statement a number of other cases, thirty-six days, thirty-one, thirty-seven and a half, fifty-one, ten and a half, twenty-five, fifteen, twenty-eight, thirty-two and so on. The result practically is that every employee was absent some days with the exception I think of four of the highest officials. There is no record given of their absence. Is the committee to understand that there was not an employee in your branch last year but had some sickness, or was absent for other reasons than sickness?—A. These cases, two days, five, one, five, nine, thirty, thirty-one, thirty-six, one and a half—these were all short leaves, but occasionally there were longer cases, and as I say, were all covered by medical certificates.

Q. Apart from the medical certificates, have you any information as to whether they were really sick or not?—A. Oh, yes, we practically know.

Q. Can an employee be absent for a day without presenting a certificate?—A. Yes. Our rule has been up to three days. The present rule would cover six days, that is under the new regulation, but I understand that that will probably be amended, making it shorter.

Q. How frequently would six days be taken?—A. That would depend altogether whether it became very frequent. If it did, it would occasion particular notice and

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inquiry. When any person is reported absent for a day or two days, or up to three days, we invariably get into touch with the party by inquiry through the man's friends, or otherwise by telephone, and we know just how serious the illness may be. Should it exist, our practice hitherto after three days has been to ask for a medical certificate.

Q. But that absence of three days can occur as often as an employee chooses?—A. Well, no.

Q. Subject, of course, to being called up by the chief of the branch?—A. Yes, we would have to be certain about the bona fides. The chief clerk, it would be his duty to make himself acquainted with the case.

Q. The regulations do not limit the number of times during the year?—A. No.

Q. So that it rests with the head of the branch?—A. Yes. He would have to report to his deputy if he considered that there was malingering or any suspicion of that.

By Mr. Charters:

Q. Was there any suspicion on your part?—A. No, sir.

Q. I suppose there was not a single day in the year that these officials were not absent through illness?—A. The records show for last year in the case of one chief clerk, no absence; in the case of another, one or two days.

Q. But every day there was somebody absent?—A. Oh, yes, there might have been; I cannot be certain about that.

Q. There are 46 on your staff?—A. 48, sir.

By the Chairman:

Q. Two of these are on military service?—A. Yes, one has returned.

By Mr. Charters:

Q. Is it not an unusual thing that out of 46 persons one or three should be sick every day, or should fail to report on account of illness. That does not obtain in factories where they are working longer hours and under very much more disadvantageous circumstances. For instance, in a woollen mill, or a shoe factory, the same percentage would not obtain?—A. It is more noticeable among the females.

Q. There are females in the woollen factories?—A. I cannot say as to that; I have no experience with regard to anything outside of my own branch.

By the Chairman:

Q. Have you made any calculations as to the absences of the females?—A. No.

Q. My calculation is that there were 26 females on the staff, and that they average 42.8 days' absence throughout the year, while the males average 7.2.

By Mr. Mowat:

Q. There is a notable disparity between the male and the female?—A. It is a fact. It is very noticeable, I think, throughout the service; at least I have heard that.

By the Chairman:

Q. That is, each female was absent almost two months in addition to the regular holidays?

By Mr. Mowat:

Q. Have you ever noticed that leave has been taken after the three weeks' regular holiday, and in addition to the holidays?—A. Yes, I think it has occurred.

Q. It is quite frequent, is it not?—A. I cannot say frequently, but occasionally. Sometimes, I think accounting for that perhaps, they applied for holidays feeling the necessity for rest, and then probably they obtained medical advice that it would be better for them, that their condition would be very much improved, if they had a longer rest. That has happened.

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Q. But some one said that people who were just about finishing their three weeks' holidays would write home for a medical certificate which would extend their leave for a week or two?—A. No, I cannot say that I have noticed that.

Q. You say that you have noticed that they presented certificates which would extend their holidays?—A. Yes, it has occurred, not very frequently.

Q. Would it occur in twelve cases out of the forty-eight in the year?—A. No.

Q. In more than six?—A. Possibly.

Q. Possibly six persons out of 48 would get an extension of holidays by means of these medical certificates?—A. Yes.

Q. One would think that three weeks would be sufficient to put them in a very good state of health?—A. Yes.

Q. I suppose you cannot but come to the conclusion that this was putting one over on the Department?—A. It might be considered in that light.

By the Chairman:

Q. With such a delicate staff as yours, do you not think it probable that employees who are so delicate as these appear to be would be likely to get sick during the three weeks' holidays, and that it might be necessary for them to write in for an extension of time?—A. These applications for extension of leave have to be considered by the deputy head and must be brought to his attention.

Q. Through the head of the branch?—A. Yes, sir.

Q. He would probably act on your recommendation, would he not?—A. Yes, sir.

Q. The responsibility would rest on the head of the branch?—A. Sometimes, some of them might present special reasons. They might say: "I have twenty years' service" or "I have twenty-five years' service and I think I should get a little longer leave than the others and a little more consideration." These arguments might be presented and they might influence the deputy head.

By Mr. Archambault:

Q. Who is the deputy head?—A. Dr. Coulter.

By Mr. Redman:

Q. Have you a superannuation scheme in the Post Office Department?—A. We had up to 1898 when Mr. Mulock's Bill superseded the old Act. Those who came into the service before that came under the old Superannuation Act, but since that there has been no pension.

By Mr. Archambault:

Q. Are there no pensions in the Post Office Department?—A. No, in no department. There is nothing but the retirement scheme in force since 1898.

By Mr. Charters:

Q. Were there any dismissals from your department this year, or last year, because of neglect of duty?—A. No, sir.

Q. Any dismissals for any reason?—A. None whatever.

Q. What about the punctuality of the staff in getting to work in the mornings and after lunch?—A. I have an attendance book which every employee is required to sign. Under the present rule he is supposed to sign at nine o'clock and they allow five minutes grace I think. They also have to sign on going to lunch and returning, and again on departing finally at five o'clock. During certain portions of the summer the hour of departure is four o'clock and while the House is in session it is five. I think from June to September the hours are relaxed to four o'clock provided the House is not in session.

Q. Do they sign the book and then go to market?—A. No, they cannot do that.

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Q. Do they leave the office before the hour of departure?—A. Not without permission. They must ask the permission of the chief clerk. Of course, in my own department there is another chief clerk in charge, and he is responsible to me for the attendance.

By the Chairman:

Q. At school we were not supposed to leave without the permission of the teacher, but we sometimes slipped out?—A. Any one guilty of that would be reported and it could not occur very often without serious consequences.

By Mr. Long:

Q. Do all ranks of the Post Office Department require to sign the book on going to lunch and on returning?—A. Just their initials.

Q. They do not do that in all departments?—A. No, I believe it is not the universal practice throughout the Service, but it has been with us. I think it was inaugurated by the Honourable Mr. Mulock.

By Mr. Mowat:

Q. In your Department?—A. Yes. Before that there was only the hour of arrival and departure.

Q. I remember a few years ago when the order went forth that they should sign a book, it created a great deal of dissatisfaction among the civil servants. They thought it was a reflection on their honour. Do you remember that?—A. Yes.

Q. It is now suggested in the new Civil Service Act introduced two days ago that they should sign a book or have a punch. What do you think of that?—A. I think the present book is sufficient. I have never considered the necessity of initialling on going to lunch and returning from lunch was a good regulation. I think it takes time and all the clerks are under observation. If they tried to leave before the regular hour, or returned later, the matter would be observed and attended to at once. I do not see that you would get better results.

Q. Than by signing the book?—A. No.

By Mr. Archambault:

Q. How long are they allowed for lunch?—A. They leave at halfpast twelve and return at two o'clock?

By Mr. Redman:

Q. What do you do in the event of their signing the book late, or not signing at all. What steps do you take?—A. They are reported to me, and I have cautioned very seriously that repetition will result in report to the Deputy, and possibly that the question of their getting their annual increase would be seriously jeopardized. We find it works pretty well; the attendance is pretty regular.

By the Chairman:

Q. Are any increases ever refused on that ground?—A. I think on one occasion some years ago it was.

Q. That would be forgotten by this time.—A. Sometimes a person living some distance away might be held up by street car trouble and other little things, which might be of infrequent occurrence.

Q. The committee rather regret that you are not able to give us a satisfactory explanation as to the cause of the absence and how it could be limited?—A. As I say, I can assure you of this much, that these matters have been carefully looked into, and the medical certificates have come before the deputy heads.

Witness discharged.

[Mr. A. W. Throop.]

APPENDIX No. 6

Mr. F. E. S. GROUT, sworn:

By the Chairman:

Q. What is your position?—A. Superintendent of the Money Order Branch.

Q. How long have you been in that position?—A. I have been in that position about five and a half years.

Q. And previously?—A. Superintendent for about a year previously, and I have been in the branch for thirty-seven years altogether.

Q. How many employees have you in the branch?—A. Well, we have altogether 330.

Q. Your branch is divided into Inside and Outside?—A. Yes.

Q. And we have in this statement I think the Money Order Exchange Office,—is that it?—A. Yes.

Q. Outside Service?—A. Yes.

Q. We have nothing whatever to do with that in this inquiry, and we are taking only the Inside Service?—A. I think my figures of 330 would be right.

Q. Then we will take up this absence question. Have you made a calculation as to the amount of absence?—A. I did not add up those totals. I did not know that you wanted them. I did it for the previous year. You told me last night you would like to have a comparative statement, and I went over it this morning and took down the figures and I make out that for last year, ending March, 1918, the average was 16½ days. I do not know how the other figures average exactly for a year ending March 1—

Q. I find the average 19.8 days?

By Mr. Mowat:

Q. Were there any big ones among them? You see a few large ones brings up the average.—A. We have one pretty large one. He is a man who had a stroke and they kept on carrying him from month to month, until finally he was superannuated. That brings the average away up.

Q. It does not give you an idea of the thing unless you know there are some exceptional absences?—A. No.

By the Chairman:

Q. There is one 71½ days?—A. That was the case of a young man who said his health was bad and he wanted to go to the northwest for the summer, and wanted to stay, and he went in the spring, I think the end of March, and he stayed until December. I think that covers it, but that was without pay except the three weeks' leave. That statement includes a great many days without pay, so that the Government has not lost money.

Q. Have you any calculation as to the days that were paid for?—A. I have not. That one for 218 days, except two days' leave, would not be paid.

By Mr. Mowat:

Q. If there were quite a number without pay, those that were left must have done the work?—A. Yes.

Q. Therefore if these people came back the department would be overmanned?—A. It is easier to do the work with us during summer. Our busiest time is from November till about March. Our increase in business about that time is very great. Catching up with the work after the Christmas rush is the time we have to work hardest.

By the Chairman:

Q. You have some other chronic invalids, that is parties who were absent a considerable time through the year, who at least had long spells of illness?—A. There is

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one on page 3, 164 days. Her mother had cancer or something, a very, very bad case. She was taken to Toronto to have some X-ray treatment. This girl asked to be allowed to go up and stay in Toronto, and her mother finally arriving here, we gave her leave without pay. Most of that is without pay.

Q. She received the bonus?—A. Yes.

Q. Then we have 82½ days?—A. That is a young man a very efficient what we call sorter, sorting money orders. We had him in charge of a room over the girls, and he became sick and was sent to the Brockville asylum, and we carried him along until—I think it was last fall until this spring, then they stopped paying him. So that accounts for the 182 days. They are still carrying him in the hope that he may eventually recover and come back, but he is not being paid at present. He was paid as long as our Civil Service regulations permitted.

Q. We recognize that it is quite normal that you should have, in a large staff like that, a few who would be absent for a considerable time. What concerns us most is the general absence for shorter periods which aggregate a great deal in the year, 10, 12, 14, 20 and 30 days and so on. You heard Mr. Throop's explanation. We have heard it before—that medical certificates are granted to cover the greater part of this. Have you anything additional to say as to that absence?—A. Well, a man may be absent one day and he generally phones or sends some message that he is sick, and sometimes they find they want to be away a day, and they ask us to have annual leave. Of course, that is all right. The leave belongs to them if we like to give it. But when a man is away for a day and sends in word that he is sick, we make him write an explanation when he comes back, and we have it on file in every case.

Q. You have frequent requests for absence from parties who stay away and do not make any report, and who come back the next morning without saying they were sick. They will require to give some explanation, I presume.—A. Oh, yes, we know every time a man is away with our system of keeping the absences.

Q. Do you have many absences that are accounted for by reasons other than sickness?—A. No, unless they ask away. You mean that they may be hitting it up? There is nothing of that kind.

Q. They may be absent for from three to six days without a medical certificate? These parties, who are absent one, two and three days—do they generally tell you that they were absent on account of sickness?—A. Sometimes they ask us to charge it up their annual leave, saying it was impossible for them to be here.

Q. That would not be included in this statement?—A. No, not for three days. Under the old regulations we used to allow them three days, but if beyond three days, it was a medical certificate every time. That medical certificate comes into our chief of staff of the branch, and there it is submitted to inspection.

Q. Three days' absence may occur this month and again a few months from now, and so on, so that in a year an employee can be absent 10 or 12 or 15 days in that way?—A. There is no frequency of three days' absence taken like that. It may be a day, it may be three days; then it may be two days.

Q. If one takes two or three days several times in a year it averages considerable?—A. It does.

By Mr. Archambault:

Q. Do you mean to say that you never require a medical certificate unless an employee has been absent three days?—A. Three days, but I think this new regulation limits a man to six days. But we have not many of these so far. Nobody has taken advantage of that, that I know of.

By Mr. Mowat:

Q. The new regulation seems to be too lenient?—A. I think it was better under the other. I think that if a man is away three days it is time to have him say what is wrong.

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By Mr. Archambault:

Q. Do you not think you should require a medical certificate even for one day?
—A. No.

By Mr. Mowat:

Q. You have a big branch with over three hundred employees and you have to be pretty stiff to get work out of them?—A. I think we are pretty strong.

Q. You cannot play the good fellow with 300 people?—A. I do not think they consider it in that light.

Q. Does your Deputy require you to get the proper work out of these people? does he leave it all to you?—A. He leaves it practically to us.

Q. Does the Minister ever question you in anything like the way we have questioned you to-day?—A. No, he never has.

Q. Among the 300 employees, how many were appointed through political influence?—A. Most of our permanent officials have come from the commission.

Q. It is only those who were appointed eleven years ago and before that, who were put there by political influence?—A. Some of them, but they had to be appointed.

Q. By examination?—A. Yes.

Q. You must have among your 300 employees a number of misfits and loafers?—A. They cannot loaf very much with us.

Q. You are after them?—A. A certain amount of work has to be done all the time.

Q. Then leave out the loafers; are there any misfits who cannot do their work to your entire satisfaction?—A. We have some who are not as swift or as keen on it as others.

Q. Would it be to the advantage of your branch if you were able to dismiss these persons?—A. I would not like to say that there was anybody there whom it was necessary to dismiss.

By the Chairman:

Q. What is the work of the sorters?—A. Money orders come in every morning with postmaster's accounts. They are checked off and put through an adding machine, then they are sorted by these people. They are sorted first into provinces.

Q. Certain money orders?—A. Yes.

By Mr. Archambault:

Q. Would it be of advantage to your department if there was a board of dismissal like what they have in the United States? Whenever you had a complaint against a civil servant, you could make your complaint to that board, giving notice to the civil servant, and the board could decide. Would that not be an advantage? It would be fair to the employees and to you. I understand you have the responsibility of your department. If you have some employees who do not attend to their work properly, you should be able to dismiss them. At the same time they should have an opportunity of defending themselves. Would it not be very useful, and in the interests of the country to have a board of that nature, to whom you could make complaints when an employee was unsatisfactory, giving notice of such complaint to the employee, and leaving it to the board to dismiss if necessary?—A. I think there is something of that kind in the air. It seems to me that I saw something about that.

Mr. LONG: We have not had the head of a single department come here and admit he saw anything like that going on. We hear that there is knitting going on in the offices, and that the men go marketing during working hours, and yet not a single head of a department has admitted that anything like that was going on. They seem to think it their duty to defend their staffs.

By Mr. Mowat:

Q. What do you say in answer to these observations?—A. There is no truth in regard to doing marketing in our branch.

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By Mr. Long:

Q. There is nothing in your branch?—A. No.

Q. You may think that, but why not say that you do not know that any of these things happen?—A. Perhaps I had better qualify it by saying that. The clerks on the different floors in our branch have very strict rules about that and if there was any knitting going on, I think I would have heard about it; they would have told me. There was work of that kind done, I think, for the women's branch of the Civil Service Club. They used to get out sometimes, but our branch did not get out. They got out at four o'clock, but our branch did not. I do not think you can apply that to us at all. Another thing is, we are in the Union Bank building, and we are on five different floors. We start half-way in the building, near the small elevators, and we have the far side of each floor, and it is pretty hard. If we were more condensed, or all together in another building, it would be much easier to see everybody and see what is going on, but each man on each of these floors has strict instructions in regard to the coming and going of these clerks.

By Mr. Archambault:

Q. Did I understand you to say that you were not in favour of such a board of dismissal as I suggested?—A. No, I did not say that. I said I think I saw something about it coming up.

Q. We want your opinion. Do you think it would be an advantage to have such a board?—A. Yes, I think it would.

By Mr. Mowat:

Q. It would take the opprobrium away?—A. Yes, it would give the employer and the clerk both a chance to state their case.

By Mr. Charters:

Q. What about the general efficiency of the staff?—A. I think the general efficiency is good.

Q. If it were your own business, or you were working for a corporation, could you do the same amount of work with fewer officials, and do it equally well?—A. I think perhaps I could do it a little better. Some of the employees are perhaps people you would not have in your own business if you were free to choose them.

By Mr. Mowat:

Q. There is a difference between government and ordinary commercial business?—A. Oh, yes.

By Mr. Charters:

Q. By a careful scrutiny could you cut off ten per cent and have equal efficiency?—A. I do not say so now.

Q. Suppose you were in charge of a business of your own?—A. We have a great many women, and they do not give us the same service. I do not think that on the whole they are so satisfactory as the men. We cannot get men sometimes.

Q. Do the women do the same work as well as the men?—A. Some are as efficient as the men.

Q. Do they get the same pay?—A. Yes, some of them.

By the Chairman:

Q. Taking them as a whole?—A. There are only a few in the higher classes. That is recently, within the last year and a half or so. They were held back for years.

Q. About how many money orders do you get into your branch in a day? Can you give us any information as to that?—A. It varies. We have four terms, the 8th, the 15th, the 22nd and the end of the month. We get accounts from all over the

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Dominion. These come in about the 10th for the term of the 8th, for instance. We have a great many orders probably in the last three days of the week.

Q. Can you tell us about how many approximately?—A. In a day?

Q. Yes?—A. That is rather guess work. I have jotted down here our money orders drawn on the States for the quarter ending 31st March, last. For January, February and March we issued four and a quarter million dollars. I am sorry I have not the numbers.

Q. What I had in mind was to get an idea of the kind of work the sorters do. I find you have a staff, as recorded here, of thirty-one permanent sorters and seven temporary?—A. We have two kinds of sorter. We sort them into provinces, and the number, and offices. That is divided up into register clerks, and they are marked off against the postmaster's figures. The final sorting is when they are packed away in the boxes we have for them for future reference.

Q. I notice that these permanent sorters have an average of 40.6 days' absence. Seven temporaries have been appointed nearly all within the last two years, all but one. Why were these temporaries appointed? What was the condition which required temporary employees being appointed during the last two years?—A. We have had temporary sorters to replace some of the men who had gone to the front, and to keep up with the increase of the work.

Mr. LONG: That seems to be the line of argument as to the over-manning of the different departments.

By the Chairman:

Q. Have these temporaries been dispensed with when the men came back?—A. The increase in the number of orders requires an occasional appointment.

Q. Have you any suggestion to make as to how these absences can be reduced?—A. I do think that the six days allowed now by the Commission is too much. I think three days are enough.

Q. But these employees are sick when they are absent?—A. Are they sick?

Mr. MOWAT: That is the most significant answer we have had.

By Mr. Charters:

Q. Is there a good deal of sickness about the time of the baseball matches?—A. No, I cannot say that I have noticed that.

By Mr. Archambault:

Q. If I understood you rightly, you said that if it was your own business you would get a better qualified staff than the staff you have now?—A. I would like to replace a few.

Q. Could you get a better qualified staff at the same salaries that the staff are getting now?—A. Salaries, of course, are up now, for everything costs so much to live. I could hardly say exactly what a fair salary is in connection with this.

Q. You think you could get better qualified employees at the same salaries as are paid now? Supposing you take the view you would like to replace some of these men with qualified officials; could you get them at the same salary or price?—A. I would have to ask the Commission for anybody to replace these men.

Q. That is not my question. Do you believe you could get men outside at the same salary as you are paying to those who are now in your employ, but better qualified servants?

Mr. CHARTERS: If you had full power to employ them?—A. I do not know. It is a question what they would want for their salary—I do not understand exactly.

By the Chairman:

Q. You are not familiar with outside salaries and what people performing the same service would get outside?—A. No.

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Q. You have an idea what a man qualified for the service these men are rendering is getting outside of your branch in the ordinary business?—A. It is hard to compare what they are doing outside and what they are doing in the Government. Our work for the most part is routine work which a person coming in will grasp after a certain number of months and become efficient and quick, while you take an outsider who wants to go into the Government, he might not be willing to work for the amount of money the Government will allow. They go in at \$600, and even the returned soldiers are kicking at coming in at \$600.

Q. \$600 a year?—A. Yes.

Q. Everyone has to come in at that?—A. That is the minimum salary. It is a very rare occasion when they make any addition to it.

Q. You do not mean to say that if you wanted an efficient man that you could not offer him more than \$600 a year?—A. That is all we could offer him. He would get a bonus, if he was an unmarried man, of \$150.

Q. Do you mean to say that if you wanted a very efficient clerk to do your work, you could not offer him more than \$750 to start with—a man with experience?—A. I could not offer him anything.

Q. But if you had the power; is that the fact?—A. You see in the service these men who are already in are coming up. That is they expect some day to do some work that is going to make them more important and help them get more money. The outsider who comes in is green and does not know anything about the work, and has to learn it. It is hardly fair that I should bring in a man from outside and put him at a higher rate of salary than some of the men who are already there and working up for promotion or advancement.

By Mr. Charters:

Q. What did you give to the sorters last year?—A. The sorters got \$600 and a bonus of \$150, or \$250 if they are married.

Mr. ARCHAMBAULT: No wonder you cannot get efficient clerks for that salary.

Mr. CHARTERS: That is referring to minor clerks.

By Mr. Archambault:

Q. You have some clerks who are getting that salary?—A. Yes.

Q. Supposing you have to replace a man in that category, would you bring him in from the Civil Service Commission at that salary, a new man, or would you have to replace him by somebody who has been there for a while?—A. I would rather replace him by somebody I know had been there and understood the work—promote him.

By the Chairman:

Q. As a matter of fact you have no authority to do that?—A. No, I have none. It is not my job hiring men. I ask for them as I think the inside work requires them, and then it is a matter of their own ability how they keep on.

By Mr. Archambault:

Q. Did you ever make a report to your deputy about the efficiency of your staff?—A. Yes.

Q. Supposing a servant does not do his work properly, you ask to have him changed or suspended.—A. We have not had any suspensions for some time.

Q. You just admitted that if it was your own business, you would change your staff—replace them. That in my opinion means that you have some in your staff who are not efficient. You never made any complaint about that. Don't you think you should have?—A. You mean by that the number of days' leave?

Q. Not only that but the ability to do the work properly.—A. They are certainly not as good, one as the other. In a large staff like that you have some who are not as fast as the others.

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Q. You never complained about that to your deputy. Have you the authority to do it?—A. Oh, yes, I suppose I could go to the deputy.

Q. You admit there are some who are not efficient, and you do not complain about them although you have authority to do so.—A. I could complain to the deputy. I suppose, and say that this person was not doing all I thought he should, but what I mean is more on account of the sick leave than the efficiency in the work. They are all doing good work I think.

Witness discharged.

Mr. J. G. FORTIER, sworn:

By the Chairman:

Q. What is your Branch?—A. I am Chief Clerk in charge of the Postal Note Division of the Post Office.

Q. How many employees have you got?—A. Sixty-six in the division. We occupy two rooms, and about 42 under my direct supervision, and the balance are in another room, under an assistant. I made up a statement here of the number of days' absence on account of illness during the calendar year 1917-18, and the total number of days for 1917 for illness is 1,499, and in 1918, 2,009, an increase of 510 in 1918, and besides that, special leave of absence in 1917 was 205 days; 1918, 462 days, an increase of 257 days in 1918. The total increase of 1918 over 1917 was 767 days. I think that is mostly due to the Spanish influenza. The clerks were not only ill themselves with the influenza but perhaps their families were ill, and some volunteered to nurse when the city called for nurses. Of the staff of 66 there are 60 women.

By Mr. Archambault:

Q. What is the average absence for each employee?—A. For 1917 the average was 26, and for 1918, 37 days. That is in addition to the three weeks' holidays.

By Mr. Charters:

Q. How much compassionate leave was there in addition?—A. This includes everything.

Q. What do you mean by special leave?—A. Such cases as illness in the family, or contagious disease when the clerk could not be allowed to come to the Department.

By the Chairman:

Q. Were they excluded from the Department on account of influenza?—A. They could not come, the doctor gave them leave for the family.

By Mr. Mowat:

Q. I start out with a prejudice against undue feminism. I think it is a pity that the civil service should be feminized to too great an extent. You say you have 60 women out of a staff of 66?—A. The reason is that probably 25 of them are sorters, and all our work is connected with the handling of postal notes, and some bank bills, and women can become experts and handle these quicker than the average man.

Q. They are more deft?—A. Yes, there is no question about it.

By the Chairman:

Q. Your employees generally are a pretty robust-looking class?—A. Yes.

Q. I notice that the female sorters in your branch were absent on an average of 54 days. There was one absent all the year without pay, but I am not including that one. The others, twenty sorters, are absent on an average 54 days. That is a good deal larger than the absence of the females in other work. What is there about that work, or what is there specially about these employees that would necessitate their absence?

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—A. In the first place, we have a number of what might be called permanent invalids who can always be counted upon to be absent each year for certain periods.

Q. Why is that?—A. Whether it is since they went into the department or not, I do not know; but now they are in a poor state of health.

Q. Are they put on certain work when they reach that stage?—A. Yes, they are mostly at low salaries.

Q. Have you anything to say as to your view concerning this amount of absence, whether it is justifiable or not?—A. I think most of it is justifiable. I think there are cases where perhaps the clerk stayed away longer than was necessary.

By Mr. Archambault:

Q. How do you know they are justified?—A. By the medical certificates they bring in.

Q. Do they bring in medical certificates if they are absent less than three days?—A. No.

Q. Are most of these absences less than three days?—A. No, these prolonged absences are for a month or two months at a time. So far as these occasional absences are concerned, they are only allowed a maximum of 14 days in any twelve months. If they exceed 14 days, they can only get their pay by an Order in Council. If they are a few days over the 14, they would have to get the Postmaster General's sanction.

Q. That is absence without a medical certificate?—A. Yes, if it is only a few days. It is a very rare thing they are allowed full pay for their occasional absences where they exceeded 14 days.

Q. I suppose the employees are aware that they can be absent for 14 days, and that they do not take any risk when they do not exceed that?—A. Oh, yes.

Q. And they probably take advantage of it?—A. Yes.

By the Chairman:

Q. Suppose the pay were deducted for the days they were absent, what effect would that have?—A. It would certainly reduce the number of days of sick leave.

By Mr. Archambault:

Q. Do you not think it would be well to have a medical certificate from every servant who is absent?—A. For each day?

Q. For each day. That is, if they are absent one day or two days they should come back with a medical certificate?—A. I have always thought that this 14 days is taken advantage of by the women in the Postal Note division. The men are very rarely absent on account of illness.

By the Chairman:

Q. Would the best plan not be to have absolute strictness on the part of the head of the branch. We see from the results of the medical certificates that they are granted probably on many occasions when they should not be granted. If the head of the branch were very strict, and if there was some penalizing done, would it not be of greater advantage than asking for medical certificates?—A. I have always thought that the 14 days' leave was granted as a humanitarian provision.

Mr. ARCHAMBAULT: I disagree with you, Mr. Chairman, if they are not sick they are not entitled to leave and they should have a medical certificate.

By Mr. Charters:

Q. Supposing the Government made a contract with you to give you double the amount paid in salaries in your branch, could you get the work done with a considerably reduced staff and yet have the work as well done?—A. I think it is recognized that we are carrying women who are not wholly efficient for compassionate reasons. For instance, we have a widow with five children, and she is supporting herself and these children.

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By Mr. Long:

Q. How much is she getting?—A. About \$800 a year.

By Mr. Charters:

Q. That is all right, but could you do the work with fewer people?—A. If it was not for these prolonged absences, we could do the work with fewer people.

By Mr. Archambault:

Q. I would like to have your opinion about this board of dismissal which I suggested. If you had any complaint to make against an employee, you could make the complaint to this board and give notice to the employee. The board would determine whether the employee should be penalized or not. Do you think that that would be an advantage?—A. I think there are cases where it would be very advantageous.

Q. I understand that you have no authority to penalize or dismiss any employees?—A. None whatever.

Q. Whether he does right or wrong?—A. None whatever.

Mr. LONG: That would be merely another case of passing the buck. You will never get efficiency until you get these men to realize that it is up to them to question these things. They would perhaps make themselves unpopular, and they do not want to do it. They would shove the responsibility on the board.

Mr. ARCHAMBAULT: It seems to be very effective in the States.

By Mr. Long:

Q. I would like to know if his employees feel they can bluff him into accepting their story simply because they bring him a medical certificate?—A. It is really not left to us to distinguish.

Q. You are helpless under the regulations, and they know it?—A. Yes.

Q. And they take advantage of it?—A. They have to satisfy—

Q. The regulations, not you?—A. The Deputy Minister.

Q. But the Deputy Minister tells us that you are in charge of your branch, and if you are not satisfied with the procedure, it is up to you to tell him. He says he is responsible. That is the trouble we are up against, and you are not helping us one bit?—A. I am not at the head of a branch; I am at the head of a division attached to the Accountant's Branch. The Accountant is the head of the branch.

By the Chairman:

Q. But he depends on you for the supervision of your division?—A. Yes.

By Mr. Long:

Q. You supervise these medical certificates?—A. Yes.

Q. And if they pass you they are all right?—A. They often go to the head of the branch first and he passes them over to me. All I know is that they have been granted sick leave.

Mr. Robert FOWLER, sworn:

By the Chairman:

Q. Have you prepared a statement for the committee?—A. I can make a statement personally in regard to the branch. I took charge of the Dead Letter Branch on 16th April.

By Mr. Charters:

Q. This year?—A. Yes. On taking charge, I found there were altogether 116 on the staff, 45 in Ottawa, and the rest situated at Halifax, Montreal, Toronto, Winnipeg, Edmonton, Regina and Vancouver.

Q. We are making inquiry only as regards the inside service?—A. These are all supposed to be in the inside service. The whole Dead Letter Office belongs to the inside service, although in our office we have a considerable number of outside servants.

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By Mr. Mowat:

Q. In the Bill which was introduced two days ago, the distinction is abolished. It is a question whether we should be limited by our order of reference?—A. Under the present Act, the Dead Letter Branch forms part of the inside service.

Q. Although they may not be located in Ottawa?—A. Yes. In all the offices there are certain employees who are employed in the Dead Letter Office, who are paid from the outside service vote. I found the branch in a pretty deplorable state.

Q. In April last?—A. Yes. I made a report to the Deputy Minister which perhaps I might as well read. I was Assistant Deputy Minister for three years, and I know something about it. In the early part of March, the Deputy Minister advised me that I was to be appointed Superintendent of the Dead Letter Branch. I had heard something about the condition of affairs in that branch, and I asked for permission to make enquiries as to whether there should be any changes before I took possession. I made these enquires, and on 3rd March, 1919, I made this report. (Reads):—

As suggested on Saturday last I have now had an opportunity of looking over the offices comprised in the Dead Letter Branch, and if ever there was a branch which required reorganization this one certainly does and I can only express surprise that it has been possible for the work to be done with any degree of satisfaction under the existing conditions. These remarks, however, are in no way to be construed as any criticism of the Superintendent who has been working under such adverse conditions for so long past.

The room at present occupied by the Superintendent is nothing more than a wash room, his desk being on one side of two wash basins, that of his confidential clerk being on the other side of the same wash basins. The remainder of the staff, numbering between 35 to 40, are housed in a room which is suitable for not more than eight or ten people at the most. The office is now so congested with old and dilapidated desks, tables, tin boxes, old bags and other articles that it is next to impossible to walk through the office, and certainly impossible for it ever to be clean. The office is filthy, unhealthy and not in a suitable or fit condition for any one to work in.

As you have asked me to take charge of the branch on the 1st April, I therefore wish to make certain suggestions which are absolutely necessary to be carried out before the office can be reorganized and operated in an efficient manner.

10. The office now occupied by the Chief Draughtsman could be used for the Superintendent. A partition partly of wood, and partly of glass should be erected half way across the room, thereby making two rooms, one for the Superintendent and one for his confidential clerk. On account of the mass of valuable registered matter this part of the work should be kept distinctly separate from the ordinary matter, and only those clerks who are directly connected with the registered matter should have access to that part of the office where it is kept and recorded. It is therefore necessary to divide the main work of the office into two divisions, namely, ordinary matter and registered matter. Adjoining the office intended to be set aside for the Superintendent is a large room which is now used once every three months for holding examinations on the Postal Guide, each examination occupying half a day only. This room could be used for that part of the staff dealing with the ordinary matter, and there would be sufficient accommodation for twenty or twenty-five clerks and could be communicated with that of the Superintendent by means of a door being made between the lath and plaster wall separating his office from this room.

At the end of this room is another lath and plaster partition through which a door could be made to communicate with the office now in use, which is only sufficient to accommodate the necessary number of clerks dealing with the registered mail. At the present time there is not one single ledger desk in the

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office, and the mass of detail makes it absolutely necessary for many new ledgers to be opened dealing with the receipt and disposal of many articles which are returned to the Dead Letter Office, and the part of the office which I recommend to be set aside for registered matter is the vault. This vault at the present time is filthy, untidy, and in a muddled condition, and one of the first duties will be to have the contents of this vault thoroughly checked over and recorded. A large amount of material which is deposited in there can be taken out and stored elsewhere. In addition to these two main branches, there are also the foreign mails and censored mails. There is a staff of 37 employees, many of whom are old. Few only can be considered as up to date and with sufficient initiative and energy to deal quickly and accurately with this particular kind of work. As, in my opinion, the registered matter entails great responsibility, it will be absolutely necessary for me to have there an official who is young, healthy, and has the ability and energy to tackle this branch of the work. At the present time there is no one on the staff suitable, and it is only fair and reasonable that I should have someone in whom I have complete confidence, both as to integrity and who possesses the qualities above mentioned. I would like to explain the staff itself. In the head office in Ottawa there are 24 permanent employees in the inside service. Of those 24, 5 of them are absolutely unsuited for that class of work, and those 5 are all women.

By the Chairman:

Q. In what way are they unsuited?—A. They are not sufficiently competent to do that work. The work that has to be done there is in connection with all dead matter, and letters have to be opened, very often of a very confidential nature, some containing value. Afterwards they have to be entered in various ledgers, and it is impossible to put a woman on to these ledgers. The ledgers are as big as this desk, and they require to have a man to carry the ledgers round, and in work of that kind, where there is a tremendous lot of books around, you cannot put women on it. Then there is one messenger; that makes six. That leaves 18. Out of the other 18, eight of them are women, which leaves 10 men on the staff, including myself.

By Mr. Charters:

Q. Ten out of how many?—A. Out of 24 permanent. In addition to the permanent there are 21 temporaries.

By the Chairman:

Q. These figures do not quite agree with the statement here. There are 33 in this statement.—A. You have the outside and inside mixed together.

Mr. MOWAT: There are 45 in Ottawa?—A. Yes. Of the temporaries there are 21, and of these temporaries the majority are women.

Q. What is the average salary of the temporaries?—A. The average salary of the temporaries is \$626, plus \$250 bonus allowance, in my opinion a sufficient salary for them.

Q. \$50 a month?—A. Yes.

By Mr. Long:

Q. Sufficient for what they do?—A. Yes.

By Mr. Archambault:

Q. Do they give all their time?—A. Yes, they are women. That would be \$876. That is \$70 a month. It is a good salary for a woman. When I took charge of the office there was not a single stenographer in the place, and we have eight branch offices, and there was not an auditor. The clerks had to write their own letters in pen and ink.

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By the Chairman:

Q. Any reason why there were no stenographers?—A. It seems, as far as I can gather from the former superintendent, that the office has been generally neglected. It is out of the central building, and on the fourth floor in the Post Office, and there it has been for 15 or 20 years, and no one ever goes near there.

By Mr. Charters:

Q. It is a dead place?—A. Yes. The staff, as I said before, are of a very limited capacity. Since I took charge I have asked for additional help.

By the Chairman:

Q. Could you give the committee any special reason why this staff should be in this condition?—A. I think it has been a dumping-ground to put people in who either want a position or whom they cannot put anywhere else.

By Mr. Long:

Q. Perhaps one man going into another man's department might be impressed with the same idea of the condition of affairs?—A. I would be sorry to have any one come into my branch when I took charge of it. There was not a ledger fit to see. As soon as I took the position I recommended a responsible man to come there to assist me, and the reason I recommended him was this, that before I was made private secretary of the Postmaster General I had a young man, Mr. McEachern, in the staff branch, and I trained him myself. When I was appointed private secretary to Mr. Pelletier, he took my place in the branch. This man was appointed by the Commission. He took second place in the examinations. He started from the bottom, and since entering the service he has learned the French language fluently.

Mr. ARCHAMBAULT: Hear, hear.

WITNESS: I agree. If more would learn the French language, we would get along much better. That man can talk French like a Frenchman. When he came into my office in 1913 he could not talk a word. Up to the present, however, I have not got him. On the 25th April, I made two applications to the Deputy Postmaster General, one for a stenographer and the other for a filing clerk. I may as well tell you that in this branch there is not a file of any kind. Since I took charge, there has not been a file, because I have not got the material to make it up, unless I could do it myself. You will understand what this means when I tell you that last year it is estimated that as nearly as possible, although we cannot prove the statement, as they never kept accounts, 2,477,375 dead letters returned to the office. Of these, 233,000 came from the British Post Office, 154,000 from the United States, 18,000 from the British colonies and foreign countries, 38,500 books and packets. There were 1,000,000 dead letters returned from Canadian post offices, 32,000 registered dead letters, that is, letters containing value; there were 11,000 special letters returned from the various post offices. If a letter were sent to you in Ottawa and had the wrong address, they return it and we deal with it. There were 18,000 ordinary letters which were found to contain value, either in cash, money orders, or bank notes; and there were 598,000 letters which had to be dealt with because of insufficient address.

By the Chairman:

Q. Have you any statement showing the value of the contents in these registered and other letters?—A. I have not an exact statement for the reason that before I went to the branch they did not keep accounts. Since I went we have started a complete statement, a detailed report, so that on any day we can explain to any one the situation in regard to any dead letter matter. This sheet has to balance. If we get a million letters, this sheet has to balance at the end of each month, just the same as a bank balance. Before this, there was no balance; they had to make up as best they

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could. Every letter that is destroyed now is recorded. There is a record of every single letter that goes into that office; it does not matter where it comes from, or what it contains, we have a record, so that we can stand any criticism of any kind.

By Mr. Mowat:

Q. What did they do in the old days?—A. They destroyed them wholesale.

Q. What is the use of keeping alive dead matter?—A. Supposing I wrote a letter to England containing five dollars. If it comes back, it must be dealt with at the Dead Letter Office. Suppose you write a letter from Ottawa to wherever you live. It may not contain value, but it may be of importance, and if the letter does not reach its destination, you come to the Dead Letter Office and ask if we have it. We can tell you whether we have it or not; before they could not tell you.

Q. If I write a letter to the wrong address why should I come bothering you?—A. We can tell you in five minutes.

Q. Look at the staff you have to keep?—A. It does not require a larger staff; the staff is the same as before.

Q. It looks like a duplication of work?—A. If we cannot trace letters, we have to destroy them. The point is that we should keep some record of the letters destroyed.

By Mr. Charters:

Q. You say that when you were appointed the staff was inferior?—A. Yes.

Q. What have you done to make it more efficient; have you made any dismissals?—A. No, I brought the matter to the attention of the Deputy Postmaster General, that there were at least 15 people who were little or no good.

Q. What was the result?—A. He agreed with me.

Q. What happened?—A. That was all there was to it.

By the Chairman:

Q. When was that report made to him?—A. When I made these two applications for additional help, that was on the 20th April. I went there personally, and there is no question about what took place, because there happened to be another man there. That was the 25th April. At that time I asked for a stenographer and a filing clerk, and I told him then that I had 15 people on that staff whom I considered little more than useless. He said: "I quite agree with you." I said they ought never to have been put there.

By Mr. Archambault:

Q. Did you make a written recommendation to that effect?—A. No, I told him personally.

By Mr. Charters:

Q. If they were dismissed how many would you ask to have appointed to do their work?—A. If I had five good people, I could do the work of these fifteen. In fact, personally I would rather have ten efficient people than 35.

By Mr. Mowat:

Q. Among the 15 are there any widows supporting five children?—A. I do not think I have any woman in my branch who supports five children.

By Mr. Charters:

Q. Have you any women whose husbands are in the service also?—A. I have one, temporary.

By Mr. Long:

Q. Why are there so many temporary clerks?—A. We had to get these because there was such an overflow of letters. The staff was unsatisfactory and inefficient from the commencement and to cope with the thing at all they had to get these temporary people in, and some of the temporary people are a good deal better than the permanents.

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By Mr. Archambault:

Q. They give more work?—A. We have 50,000 letters in the office now. We have 12,000 letters that have been censored, all containing value. There may be \$200,000 worth of value in these letters, letters addressed to Austria and the States and other countries. That is not proper work for a sorter to do.

By Mr. Mowat:

Q. You require educated persons?—A. Certainly.

By the Chairman:

Q. Are there any of these old people that can be dispensed with?—A. I have an old gentleman there who does his work very well, but he is over 80. He is a very good old fellow.

By Mr. Mowat:

Q. I suppose he could not live if he lost his pay?—A. He is only getting \$1,300 a year, and he is an excellent official.

By the Chairman:

Q. Is he included in the 15?—A. Yes, but sooner or later he has got to go.

By Mr. Archambault:

Q. Are there any absences in your department?—A. So far as absence is concerned, there is no question that it is abused. I found it so when I went to this branch, and I put my foot down at once. The system we adopted was this: A time book is made up at ten o'clock. My confidential clerk reports to me who is absent. They are at once communicated with by telephone. If they are not at home, they are marked absent without leave. The next day they have to give a written explanation as to their absence. If this written explanation is not satisfactory, I take the responsibility upon myself to disallow it. Of course, under the Civil Service regulations we have to get a medical certificate after six days. If the medical certificate is not satisfactory in my opinion, I take the responsibility, and I do not recommend it. Since I went to the branch I have not had any medical certificates that have not been satisfactory, but when I was acting Deputy Minister one man brought a medical certificate stating that he had been suffering from appendicitis for seven days. I disallowed it.

By Mr. Mowat:

Q. Why?—A. Well, appendicitis for seven days did not appeal to me. I think he said he had an operation. It was unreasonable. Another man had a certificate to the effect that he had typhoid fever, and he was away for eight days with typhoid fever. I crossed that out.

By Mr. Mowat:

Q. Suppose it was appendicitis without an operation?—A. Yes, but in this case I think he said he had an operation. Another case I had was that of a man recommended for employment in the department. The doctor gave him a medical certificate that he was in perfect health, but on the second day the Superintendent reported that he was spitting blood in the office. I suspended the man from duty right away, and I got in touch with the doctor. He told me that the man was in rapid consumption. That shows the value of some medical certificates we get. This is the practice. I think one of the members of the Committee suggested that they should have a medical certificate in every case even for a day's absence. The trouble is this: The doctor says: "Give me a dollar and I will write you out a prescription." In Montreal we had a very good system. We had a student on the staff who was a medical man; he had taken his medical degree. We gave him a small promotion which brought his salary up to \$1,200 and we gave him nothing to do but to examine

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the clerks in the office, so that directly a man was reported ill we packed this man off to his house at once. What happened? Our absences practically ceased in Montreal. They used to be 120 to 125 within a month, and they went down to 35. If a man was not in the office, we cut off his pay.

By Mr. Charters:

Q. What department was that?—A. The General Post Office. This absence is abused. There is another practice which is adopted and on which I put my foot when I was Assistant Deputy Minister. A lot of the women got into the habit of staying away one or two days every month. We put the kibosh on that.

By Mr. Mowat:

Q. Is that not due to nature?—A. We are not responsible for nature. If we are going to allow that, every one is going to take advantage of it.

By the Chairman:

Q. It is not necessary in every case?—A. No.

By Mr. Archambault:

Q. In some cases it is?—A. Yes.

The Committee adjourned.

FRIDAY, June 13, 1919.

The committee met at 11 o'clock, Mr. Steele in the chair.

Mr. ROBERT FOWLER'S examination continued.

By the Chairman:

Q. Your examination started yesterday, you have already been sworn, will you now continue your statement to the committee?

Mr. FOWLER: If you will allow me, Mr. Chairman, I would like to make one or two extra statements in regard to the Dead Letter Branch. I had such a short notice to appear before you yesterday that I had no opportunity of preparing more thoroughly one or two points in regard to the staff, and I would like to have the opportunity of putting it on evidence.

First of all I would like to state that the two best officials in the branch are third division men, and that under the existing legislation there is absolutely no chance of improving their position. One is a French Canadian, the other is an Englishman, and both of them are the most efficient servants I have come across since my connection with the service.

By Mr. Charters:

Q. How long have they been in the service?—A. Mr. Thomas Higgerty has been in the service for nearly twenty years and his salary is \$1,300, the maximum, in addition to that he receives \$150 bonus. He has taken charge of all the valuable matter in the Dead Letter office, which approximately means at the present time \$500,000. In my opinion he is absolutely irreplaceable for what he does.

Q. Do you know whether he is married?—A. No, sir, he is a single man 38 years of age, he came into the service young, which is decidedly the best policy.

By the Chairman:

Q. Before you leave that, what are the obstacles in the way of his promotion?—A. He cannot pass the second division examination; he has been in the service so long you cannot expect a man to do so.

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Q. That is his literary education is such that he cannot pass the examination?—A. In fact I doubt whether I could pass it myself without preparing for it for six months, and I am a graduate myself.

Q. Any other obstacles?—A. None at all. The other gentleman has been in the service for nearly 12 years. In my opinion he is the most efficient man in the branch. He has a complete knowledge of the work, and has the ability to bring his knowledge into effect. He understands both languages very thoroughly, and he is receiving a salary of \$1,300, the maximum, plus \$250 bonus, being a married man, and he is confronted with the same obstacle—second division examination. He has a wife and five children to support. This is a most conspicuous case, where we are not in a position to reward ability. Both these men were brought into the service by the proper channels. I mean not by political influence in any way.

Q. Unless an employee can pass the Second Division examination he cannot be promoted to any position?—A. He cannot get out of the third class.

Q. No matter what ability he has?—A. Unless we have an opportunity of reclassifying him under the reclassification, we do not know. We are absolutely in the dark. We have not been consulted at all.

By Mr. Loggie:

Q. And the maximum of the third class is what?—A. \$1,300. It used to be \$1,200, and was increased \$100 in the last Act of Parliament. I mentioned yesterday in regard to the number of the staff who could be dispensed with as being, not exactly inefficient, but we could do without them, and I would like to point out that twelve of these people have been dumped into that branch from some other branch. I do not say that was because they were absolutely useless, but in many cases because the other branches did not want them, and the worst aspect of that is this: that last year when legislation was introduced into Parliament and passed enabling certain clerks who had passed the old qualifying examination to be promoted beyond the third division, the two people who were promoted under that legislation were two people who had been put into that branch from other branches, therefore prejudicing the chances of those who had been there all their years of service, which to my mind is an injustice.

Q. That is, the number of promotions is necessarily limited?—A. Yes.

Q. If two new employees were promoted, there would be less prospects for the old ones?—A. I will explain to you, sir. When this legislation was brought in the Minister of Finance was not aware of the number of clerks we had in that particular position—that is the number of those who had passed the first qualifying examination—and when we prepared our estimates to cover the salaries of these people, we had to provide for 64 people, and the Minister of Finance was somewhat scared at the sight of it, and he said in discussion, "I can only allow you 32," and we had to divide the promotions between the two divisions, and the dead letter office was allowed to have so many, I think it was four, two of these were made in the head office, and the two promotions that were made were two of the people who had been brought to that branch from another branch; one case in particular where the person could not get on in the other branch, and was removed either because of dissatisfaction or some little friction.

By Mr. Charters:

Q. You say that twelve were dumped in from other branches; dumped in by whom?—A. I suppose they were dumped in by the Deputy Postmaster General. It could not be any one else. He would be the controlling authority.

By Mr. Mowat:

Q. Do you mean from another branch of the postal service or from another branch of the Civil Service?—A. Another branch of the postal service. I know where they came from. Some of these are included in the 15 that I said I could do without.

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By Mr. Charters:

Q. What about their ages?—A. The person whom I refer to as receiving this promotion is 53 years of age. She is a lady, and I find out from the record that her attendance is very irregular in this way; she is on duty for three days and stops away a day, comes back for another three days, and stops away for half a day. Now, my experience is that that is a more serious condition than the person who stops away altogether. She is working on a register, and it means if she is away that work stops.

Q. Have you made complaint about that?—A. No, I have not made a complaint.

Q. Why?—A. For this reason: On the 25th April I made a general complaint, as I stated yesterday, that my staff was not suitable and that there were 15 I could do without. When I went to the branch I asked for an efficient clerk whom I could train as a chief clerk in the office, but that has not been dealt with yet at all, although it was over two months ago. Since that date I have also asked for a filing clerk which is absolutely essential to the office. That has been ignored—in fact it has been refused. I have also asked for a stenographer. I understand that after a month's consideration that was granted, although I have not received the stenographer yet.

Q. You say there was no filing system in the branch?—A. No.

Q. How did you get along? I suppose the documents were piled away?—A. The documents were piled in a clerk's basket. It is in exactly the same condition as when I came into the service first in 1910, into the city branch. They had no filing system there, and in the course of a few months I opened myself 17,000 files. You cannot run any branch service unless you have a proper filing system, or any business undertaking. You cannot possibly run it.

By the Chairman:

Q. Supposing I wanted to get information from some correspondence which was had through the Dead Letter Branch two years ago, how could you get it?—A. I am afraid I cannot give it to you, because I understand the retiring superintendent destroyed every document he had. That is what I am informed—not at my suggestion, because I have asked for certain papers and they have been destroyed, but I know this much that when the department asked the superintendents in the early part of this year to make recommendations for promotions that in several cases the clerks who were eligible for promotion were reported as having been absent and in one case I noticed this morning 114 days, in one year, and there were several other cases where the leave of absence was nearing or just about that time. My opinion is that if a person is away for 114 days in one year he is practically useless to the office, whether absent from illness or not.

Q. Was the party ill?—A. He was ill, it was a genuine case of illness.

By the Chairman:

Q. Temporary illness might be overlooked?—A. Yes. I think that the superintendents of branches should be given a certain amount of latitude to run their branches, because in the branch you take the men who are efficient, if I say Mr. Landre you come back and stop till 10 o'clock to-night he would be the first man to say yes at once. To a man of that calibre if you overwork him you must give him some consideration.

Q. In relation to this matter of filing, how can you trace anything without filing? What system have you?—A. We have not any system.

Q. How can a letter or document be found?—A. We would just simply have to inquire whether any person wrote the letter. The present system is that when we write a letter and it annoys me every time I write a letter, we say to the man to whom it is written "Please in your answer send back this letter." Supposing I wrote a lawyer and got him to send back the letter, it is absurd on the face of it.

By Mr. Mowat:

Q. In that case he has no record to turn to?—A. He has no record, of course.

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By the Chairman:

Q. That is under this system we have one, two, or three, or half a dozen clerks set to searching these things, and the time of several clerks is taken up in looking up anything which, if a proper system had been adopted, would be found immediately?—

A. Yes, the system adopted is that the office is divided into several branches and each clerk has his particular class of work, and as far as I am concerned if a letter comes in we know which clerk would have to do with that particular work, and one way of tracing that correspondence is to go to him and ask him if he has it.

By Mr. Mowat:

Q. It is the old pigeon-hole system that was in vogue for years and under that an efficient clerk could find anything but not so quickly as under the modern system?—

A. Quite right. In a large office I think the filing clerk is one of the most important men in the office. Now in regard to the absences one of the members of the committee who is not here to-day, was suggesting yesterday, or was trying to ascertain from one of those giving evidence, I think it was Mr. Grout, as to whether there should be a board to deal with dismissals. My opinion in regard to that is that the superintendent at the present time is not endowed with sufficient authority. They are put in charge of a branch, take for instance Mr. Grout, who has a branch of nearly 300 people. He should take charge of that branch and if in his opinion a man should be dismissed or suspended let him dismiss him with the right for the man to appeal to this board against the decision. In nine cases out of ten the decision would never be appealed but in the tenth case there may be some question as to whether the superintendent is right in dismissing the official.

Q. The superintendent might have, not exactly a spite, but a dislike of the man on account of being irritated by the man's manner; the man might be very efficient but irritating in his manner, and it would be unjust for him to be dismissed because of that?—A. The same thing applies to promotion. There may be cases where the official is competent, but his manner does not meet with the sympathy of his superintendent; that man now cannot go ahead; he is lost, he has no chance whatever for promotion.

Q. I consider that to be dreadfully unjust.—A. It is unjust there is no question about it.

By Mr. Charters:

Q. How would you remedy it?—A. This way, there should be co-operation in the service, all promotions in the service should be decided upon and should be considered by all the superintendents and the administrative heads, the Deputy Postmaster General, and the Assistant Deputy Postmaster General, by meeting together. I am going to bring to your attention before I am through one or two cases of promotion which have been withheld and which would not have been withheld if that system had been adopted, where efficiency is now being blocked.

By Mr. Mowat:

Q. Do it now, will you, Mr. Fowler; it is so difficult unless we follow a thing up at the time it is mentioned?—A. I will read the correspondence. On the 6th of February last I wrote a letter.

Q. That is before you went into the Dead Letter office?—A. Yes, I was Assistant Deputy Minister at the time. I wrote the following letter:—

“February 6 1919.

“The Honourable Dr. ROCHE,

“Chairman, Civil Service Commissioners,

“Ottawa.

“DEAR DR. ROCHE,—When conversing with you on Monday afternoon last, in regard to the reclassification and promotion of employees in this department, my intention was to offer suggestions in order that those most deserving on
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account of merit, should receive recognition and stated that in regard to the reclassification and certain promotions which had been made I had not had a chance to offer my opinion. I just mentioned a moment or two ago that there was no co-operation in the department, that promotions were never considered before the superintendents and the heads of the department together. Since the 19th October, 1915, I know of no single occasion upon which the superintendents and administrative heads have met together.

"In order to impress you with what I had in my mind, I mentioned the case of Mr. Atwater, who is clerk in charge of the Enquiry Branch, and I am enclosing herewith copies of the various memoranda in regard to his case, from which you will see that his promotion had been long pressed for before it was actually granted. This man, for years, has been practically in charge of a branch and I again repeat the opinion stated in my memoranda, which opinion was held by Mr. Fiset when he was acting as Assistant Deputy Postmaster General, and which I venture to say was the opinion of all the responsible officials of this department, that Mr. Atwater should have received his promotion long before he did.

"Another object in bringing up his case was that if I had been consulted in regard to the reclassification I would have certainly submitted to the Civil Service Commissioners the strongest recommendation that the work over which he is responsible should be formed into a separate branch, and that he should be at the head of it. Before his last promotion was made, which was more than two years after it had been recommended by Mr. Fiset, and approved of by the Postmaster General in the presence of Mr. Fiset and myself, I had to personally consult Dr. Shortt in regard to this man's claims and Dr. Shortt had no hesitation in agreeing with my conclusions. Had the promotion been made at that time—and it was possible for it to have been done—and was even contemplated as shown by the draft of the report to council prepared at that time, he would have been considerably in advance of the salary he is now receiving.

"In order to illustrate how thoroughly I took up this question of promotions when an opportunity arose, I also send copies of the memoranda which took place at the time of the promotion of Mr. W. E. McEachern.

"That is the man that I have asked to be transferred to my branch.

"As I stated to you on Monday afternoon, I do not wish you to misconstrue the purport of my bringing this general matter to your attention. It was done in no antagonistic spirit and only for the purpose of assisting the Commissioners in seeing that promotions are properly made. With a great portion of the employees of this department I have had personal experience, and certain of them look to me to see that I will protect their interests.

"There are other cases in the department which I would like to be allowed to bring to your attention, but in view of certain proceedings which I understand are pending, I will for the moment ask to be allowed to defer any further remarks.

"Thanking you for the courtesy of allowing me to place these matters before you,

"Believe me to remain,

"Yours truly,

"Assistant Deputy Postmaster General."

Now this man at that time was in charge of the Enquiry Branch, he is not a superintendent but a clerk, in charge of the Enquiry Branch, and he has a staff of something like between 50 or 60 employees.

Q. Your object in referring to this special case is to illustrate the system, it is not a personal matter?—A. Yes, there is nothing personal in this matter at all, it is just the system.

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By Mr. Mowat:

Q. What was his salary at the time you speak of?—A. At the time I speak of his salary was \$1,700 a year.

Q. And he was in charge of 60 people?—A. Yes, and worse than that he had three men in his office getting \$2,100 a year, and these men were his subordinates.

Q. He was not persona grata with the Deputy Minister?—A. Well, I do not think he was, I do not think he was although the Deputy Minister had stated to the contrary. I am saying that he is in charge of this branch and out of 13 branches in the Post Office Department I think his branch is the best conducted of any, it is absolutely efficient.

Q. Do you know whether this is a married man?—A. Yes, he is.

Q. How many children?—A. He has not got any.

Q. Because I have before me always this latest estimate as to what is necessary to support a small family, of six, and it is \$1,640; now here is a man in charge of a branch only getting \$1,700?—A. Yes. Now with regard to women my experience with women is that they are the best workers in the service when they have children living. A woman with four or five children is generally the best in the office.

Q. Have you any such?—A. I have two, in my office. One has two children and she is a first class official. Another has two children, is about 32 years of age, and she is a first class clerk.

Q. Where is her husband?—A. Dead, both of them are dead. They are widows.

By Mr. Long:

Q. Have you any married women working in your department whose husbands are also in the service?—A. Not in the service. I have only one, a temporary official who is an excellent official and whose husband is living in England, and cannot support her. I was going to explain about Mr. Attwater. I think his branch is one of the most efficient in the postal service, and he, himself, to my mind, has more knowledge than any other official in the postal service, I think, inside or outside.

Q. What do you mean by all this, what is your suggestion?—A. What I mean is this, that I think where there is a case of conspicuous ability it should be recognized and should have been recognized long ago. That is what I want to impress upon the committee, and it is clearly a case of conspicuous ability; we have not too many of these men in the service and what is going to happen is this—I know what is going to happen—if this man gets an offer from the outside world he is going to take it.

Q. You are really protesting against the reduction of all to a dead level?—A. The reason I make this statement is that I think ability should be recognized.

By Mr. Charters:

Q. You think this system is at fault?—A. The system is at fault.

Q. What is your proposition to amend it?—A. I will just get a little further. When this man's promotion was made I personally had to go to the different superintendents and place the matter before them and ask them to withhold any recommendations for promotion, it was not me myself, but it was a recognized case of ability that should be recognized by the superintendents and men, such as the accountant, Mr. Glover, who is a very able man in the department, agreed he would make no more recommendations for promotion in this branch until this promotion was actually put through.

By the Chairman:

Q. This, of course, is an individual case, Mr. Fowler, which may or which may not illustrate the system. I can understand an individual case occurring. But can you give us an individual case which is the result of the system? You can understand that a man might be neglected in the promotions, but it might be for some other reason?—A. What I was going to say is this, to suggest where perhaps a case like this

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could be overcome. I was saying that if before promotions were made, they were considered by all the superintendents, who, to my mind, are all equal, they are all part of the whole organization, there are twelve of them, if these promotions were discussed before the superintendents and not left in the hands of one man who never goes into the branches, who never enters the branches at all, then the civil servants or the postal servants would have some chance of having their claims settled. Now the way these promotions are made known is after they have been made, they are made to start with and the servants themselves are absolutely in the dark, they do not know it. Supposing there is a promotion to 1-B, \$2,100 to \$2,800; no one has the slightest idea when that promotion is going to be dealt with, and no clerk, however efficient he is, has an opportunity to put in his claim.

Q. Would there be any necessity if the individual clerk were deserving of promotion for him to put in a claim?—A. No, sir, but this is the position: you take in our department where we have a staff of 800 employees and there are a number of these employees doing very valuable work, but they are never seen, they are locked up, their work does not necessarily bring them before the administrative officers of the department.

Q. But the head of the branch would know their ability?—A. Yes, the head of the branch would know their ability.

By Mr. Mowat:

Q. Under rule 30 of the Civil Service Commission the promotions are to be made on the recommendations of the deputy head, and in order to enable the deputy head and the Commission to judge of the relative merits of clerks recommended for promotion there shall be kept in each department a record of the conduct and efficiency of all officers, clerks and employees below Grade B, First Division. These records shall be kept on file and copies shall be sent to the Commission every six months. Is not that regulation sufficient?—A. No, that is not sufficient in dealing with promotion. You may have 50 people in an office who are all efficient, and that list would not assist you for one moment in dealing with promotion.

By Mr. Long:

Q. What would?—A. You have got to get the evidence first-hand from the Superintendent, but my point is this—

By Mr. Mowat:

Q. I would think it would be the Superintendent in that branch—that it would be the Superintendent's record of the conduct and efficiency of these people.—A. But supposing you have one promotion to give and you have 50 people who are proficient. That would not help you.

Q. You are advocating collaboration between the superintendents?—A. Co-operation in the service, and there is absolutely no co-operation in the Post Office Department.

By the Chairman:

Q. When a promotion is required the needs of the service should be consulted?—A. Yes.

By Mr. Mowat:

Q. Do you mean to say in the absence of collaboration, favouritism prevails?—A. I do not say it is intentional favouritism. It is possible for favouritism to exist, and I will tell you why. There are certain branches where the work naturally comes before the administrative heads more than other branches. Take for instance the staff branch. The Superintendent of the Staff Branch has to continually consult with the administrative heads and the same with the railway mail service. But now we will get back to the Money Order Branch, the Savings Bank Branch and the

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Accountants Branch. Those branches, though they are just as important as the other branches I have mentioned, the nature of their work does not make it necessary for the various officials to come in touch with the administrative heads. That being so, the knowledge the administrative heads get of the service is almost confined to those people they come in touch with. If there is no co-operation, well then the claims of those other men who are locked up are not advertised at all, and I think this system of promotion could be overcome if the heads of the department and the administrative heads discussed these promotions by way of a committee or a board.

By the Chairman:

Q. The head of one branch, however, would have little knowledge or no knowledge regarding the ability or efficiency of an employee in another branch.—A. Yes, he might have. The work of some branches interlocks with others. The staff branch, for instance, would get a very good idea of the efficiency of some of the clerks in the Accountants Branch. The Inquiry Branch, the Dead Letter Branch and the Secretary's Branch interlock—their work interlocks. They must come in connection with each other. Another reason why I suggest this co-operation is this: Supposing the Superintendent had a grudge or dislike of any particular man in his branch, that could be overcome if these promotions were considered in committee.

By Mr. Long:

Q. How would you reach it in committee?—A. The other superintendents could express their opinion.

Q. That would not necessarily mean a finding?—A. If the Superintendent was against an employee in an office and three other superintendents had an actual knowledge of his work and supported his promotion, the Superintendent would be in a very delicate position.

By the Chairman:

Q. It would tend to restrain personal antipathy?—A. Yes.

Q. You have how many branches in the Post Office Department?—A. Twelve operating branches. There are two others. The Law Clerk has one branch and the Financial Superintendent.

Q. I suppose one of the main objects of all promotions with these twelve heads would be always to get efficient men?—A. Certainly.

Q. If one drops out there would be an efficient man ready to be promoted?—A. Yes. There is another matter I would like to bring before the committee, and it is practically the same as promotion, and that is in regard to the way these special increases are granted.

By Mr. Andrews:

Q. How does the management of the department compare with the management of the business of any other organization? Is it vitally different?—A. If I can answer your question, by a statement made yesterday. The question was asked if the Superintendent was given the amount of the salaries to work his branch, could he work it cheaper than he could do under present conditions. Well, I would say decidedly yes.

By the Chairman:

Q. Have you had any experience with business concerns?—A. No, sir, not in this country.

Q. So that I presume any suggestion you make or opinion you offer would not be your experience?—A. No, but there is a good deal of common sense, even in controlling government employees.

By Mr. Mowat:

Q. Are you a graduate of a British university?—A. Yes, London.

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By Mr. Charters:

Q. You say you could cut down your 46 officials to 30 officials and perform the work efficiently and save a portion of the amounts now being paid?—A. Yes, I say I could dispense with 15, if I had 5 efficient people to do the work.

By Mr. Mowat:

Q. Five could do the work of fifteen in your opinion?—A. Yes, if they were efficient.

By Mr. Long:

Q. Of the fifteen you refer to?—A. Yes.

By the Chairman:

Q. You were speaking yesterday of the receipt in the Dead Letter Office of many letters containing valuables?—A. Yes.

Q. Was the system in vogue before you took charge of this that all these valuables were protected, or was it possible for some of them to get astray in the Dead Letter Office?—A. It was possible—no question about it. I will give you an example. We have in that office at the present time 50,000 letters which have been sent overseas to soldiers. They are undeliverable over there and they are sent back to this country to be returned to the sender. You would be surprised to know the number of people who enclose cash in ordinary letters without registering. Every letter now is checked. As I said before, we receive 20,000 letters back from England. Those 20,000 have to be counted over. Before the system was this: Open the letters and what letters could not be addressed, destroy them.

By Mr. Charters:

Q. If there was money in them?—A. If there was money in them, of course it was reported. But there was no check. For instance, I could give you a bundle of fifty letters and you might say, "Well, tear them all up to start with." On the other hand, you might open them and take out what is inside. There would be no record. We could not check whether these letters had been touched or whether we had ever had them. But we can now. We can check all of those. There is as much as \$50 or \$100 in some of the letters, just in an ordinary envelope.

By the Chairman:

Q. Not registered?—A. No registration, and always to be addressed of course.

Q. There is no possibility of postal notes disappearing?—A. No possibility now.

Q. Under the old system?—A. Of course any one could destroy them.

Q. Could they under the system used. Could they cash the postal orders?—A. Of course they could be cashed through a bank and then we might not get news of them for three or four months. By that time they are forgotten. A person who buys a postal note does not usually take the trouble to fill in the name of the one to whom it is going.

Q. How many of these letters are there?—A. We have 50,000 letters. I don't know how many contain valuables.

Q. I think yesterday you gave a statement as to the number of postal notes?—A. I gave a statement as to the approximate amount of valuables in letters. Last year we had about \$150,000 or \$200,000. I have not got the statement with me to-day.

Q. In cash?—A. Yes. There is another point I would like to mention. It borders on this question of promotion, that is the system in regard to granting special increases by estimates.

Q. Before you leave the other matter, have you any knowledge of any of these valuables disappearing?—A. We did have one case. We had one case before I was there and they put a decoy.

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Q. In one letter?—A. I understand there had been many letters for a long time and they put a decoy and caught a clerk—a woman clerk—right away. They had had cases before. I think this one clerk had accumulated something like \$600 though I believe they got the money back. It is impossible now under the present system. There is no chance for a leakage of any kind.

By Mr. Charters:

Q. How did they deal with the thief?—A. This last case was a woman and it was one of those cases where there had been a certain amount of antipathy towards her and her annual increase and promotion had been withheld. My own opinion is that her increases were withheld properly. She was getting a salary of I think \$800 and the attraction of a new dollar bill was too much.

By the Chairman:

Q. Where is she?—A. She is there now, but since I have been there she has turned out to be an efficient clerk. She is not dealing with valuables.

By Mr. Charters:

Q. Is she married?—A. No, single.

The WITNESS: I was going to refer to the question of granting large increases of salary by estimates. This system is adopted without the knowledge of even the superintendents themselves. Now, in our department, we have cases—in fact we have one glaring case at the present time where a superintendent——

By Mr. Mowat:

Q. In your branch?—A. No in the department—where a superintendent is picked out to receive a salary of \$1,000 a year more than any other superintendent. Now this system seems to be almost peculiar to our department with the exception of the Finance and—I don't want to criticise—but the organization of the Finance is clearly different to the Post Office Department. The system adopted is this: A man is picked out who is given this increase and nothing is known or heard of it until the printed estimates appear. It is a recognized fact that once an item is in the printed estimates it is going to go through.

Q. Known by whom?—A. By the other superintendents.

Q. What business is it of theirs—to give them an opportunity to go around and kick about it?—A. No. The Civil Service Act fixes the salaries of men in various departments of the service. For instance, the maximum salary of a 1A clerk, who is a superintendent, is \$4,000 a year. Suddenly one man is picked out to receive \$5,000 a year.

Q. By whom?—A. It must go through the Deputy Minister. No one else knows anything about it. No one else is consulted about it. When I was an assistant deputy minister I was never consulted about it.

By Mr. Charters:

Q. Are there such cases?—A. Yes, there was one of an increase from \$4,000 to \$5,000.

Q. How long had he been in the service?—A. I think about 30 years.

By Mr. Mowat:

Q. Perhaps he is a man similar to Mr. Atwater and should be given special treatment?—A. No I did not suggest Mr. Atwater should be given special treatment.

Q. I thought you did state that when a man shows special ability there should be a system of giving special preferment?—A. Yes, within the provisions of the Civil Service Act. We come into the service under the Civil Service Act and we know to what we can aspire. A man is appointed superintendent of a branch, it does not

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matter what branch, and it is recognized that he is getting to the top of the tree, as being the most suitable person to deal with that branch of the service which is part and parcel of the whole organization.

Q. Would that appear in Parliament in the statutory form of estimates as an increase in the salary of Mr.——Notwithstanding anything in the Civil Service Act?

—A. Of course the estimates form part of the Supply Act and that is an Act of Parliament itself.

Mr. MOWAT: I see that every year.

The WITNESS: And the Civil Service Commission is not consulted about it.

By Mr. Mowat:

Q. Is not the reason for it that they want to retain some specially good man in the department?—A. No. That is not done to retain a man.

By Mr. Charters:

Q. How do you know?—A. Well I know in this case.

The CHAIRMAN: It might be in this case——

The WITNESS: I am not talking against the man. He is Mr. G. C. Anderson, of the Mail Contract branch. He is a very good official, no doubt about that. Let me explain. He has a branch containing somewhere around 30 or 40 employees. So far as the chief is concerned, it is one of the smallest. His duties are absolutely defined by Act of Parliament. There is no question of discretion at all. They are defined by Act of Parliament—to do this or to do that. The Act of Parliament states that every contract amounting to over \$200 a year must be given to the lowest tenderer. There is no discretion in that.

By Mr. Charters:

Q. Is it not a fact that his branch is doing as much work with 30 officials as yours is doing with 46?—A. No, I don't think so.

Q. Could he cut down his branch the same percentage?—A. Of course he might. I know some of his staff——

By Mr. Mowat:

Q. You know there are men holding these contracts who are giving them up because they are not profitable and the branch has to hunt around to get somebody to take their places?—A. Well, take for instance the superintendent of the staff branch. Why there is not a man in the service who has more work of an important and discretionary nature than that man has to do at the present time, yet he has to get \$1,000 a year less than another superintendent.

Q. You mean to say it creates a feeling of jealousy and of discontent?—A. It is looked upon in the department as a case of favouritism. Take for instance the accountant. He has to deal with the revenue of something like \$24,000,000 and an expenditure of \$21,000,000. A man who has to attend to an expenditure of \$21,000,000 in small amounts of 50, 100, and 150 dollars—it seems to me that that work is just as important as going around to get men to take contracts.

Q. What does the accountant get?—A. He gets \$4,000, \$1,000 less. The reason of my mentioning this is because I myself was given an increase in this particular way. I want to explain why it was done. When I was appointed assistant deputy minister, the minister offered me an increase in salary. That was on October 1, 1915. I declined it at the time. I told him at the time that the proof of the pudding was in the eating. A year afterwards, he told me that he would increase my salary to the maximum—that was \$4,000—in consideration of the duties I was performing. It was to be put in the estimates, in the supplementary estimates. On December 29 Mr. Casgrain died before the estimates were presented. Before this I had been approached by the superintendents themselves, some of them suggesting that my salary should

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be put to the maximum in view of the work I was doing. That being so, I consulted most of the superintendents before I took any action to see whether it would meet with their approval, and, when it did meet with their approval, I thought I was warranted in asking for the increase. But instead of putting the increase at \$4,000, as I should have done, I put it at \$3,500. Now, if the same course were adopted in granting these special increases, then I think we would be more satisfied in the department. We know who are the men of ability in our department. There is no question about it. Men who have been in the service for 40, 45 and 50 years know who are the men of ability.

By Mr. Charters:

Q. Don't you think it would be wise to leave to the superintendent of each branch to decide who is entitled to the maximum?—A. No; but if the suggestion is made to increase the salary of one superintendent who is a specially able man, I think those who are equally able should know what is going on.

By Mr. Mowat:

Q. Suppose you were promoted to the position of Deputy Postmaster General, would you think that your superintendents of branches should have a say as to who is to be promoted?—A. I think they should be consulted.

Q. I venture to think your ideas would change if you were in another position?—A. No, I don't think so. My whole idea in the Postal Service is co-operation.

MR. LONG: Giving up your ultimate say in a matter of that sort would, you think, be more than compensated for in the additional harmony among men working under you. Instead of being sniped at, you would be assured that they would give you assistance and your department relieved of much criticism?

THE WITNESS: About the present system. One branch does not know what the other is doing. We never get into touch with each other. Any one who has knowledge of the Postal Service at all must see that each of these branches could collaborate at some time. They are systems of work of the general postal system. But they do not. It is practically a system whereby it is a one man department. That is all there is to it. I am not making an attack, but I think the system is wrong. The men who have had increases in salary are most deserving people. But they cause friction and ill-feeling. The superintendents themselves are afraid to open their mouths. They are absolutely cowed to such an extent that they are afraid to say anything.

By Mr. Charters:

Q. They might give up their jobs?—A. They might do that.

Q. There are plenty of jobs for capable men?—A. I don't think so. Not every man can get \$3,000 or \$4,000 a year.

Q. The fact that they remain is evidence they are satisfied?—A. No, I don't think so. My experience is this. In the outside world sometimes, there is a certain amount of prejudice against the government official. But we have in the service some very able men and the very able men have to suffer for some of those not so able. I mentioned one case in particular to-day.

Q. How many years have you been in the service altogether?—A. Ten years.

Q. How many men have been dismissed, to your knowledge, for any cause whatever?—A. I could not tell you exactly. I never hesitated to dismiss a man if it was necessary.

Q. How many men left the service?—A. It is impossible to say.

Q. Not a considerable number?—A. I don't think so.

THE WITNESS: I would like to say—of course you are not dealing with the Outside Service—but the same system of co-operation affects the connection between the Inside Service and the Outside. We have no co-operation between the Inside and Outside.

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The CHAIRMAN: Just omit the Outside Service.

The WITNESS: What I was going to suggest was this: I don't know whom you are going to call, but perhaps you would call Mr. Attwater because, from the Post Office standpoint, he is one of the brightest men in the service.

By the Chairman:

Q. Has he any knowledge of the general work of the department?—A. Oh, yes.

Mr. JAMES WHITE, Assistant to Chairman of the Conservation Commission, sworn:—

The WITNESS: It would be interesting if I set before the committee the difference between the Conservation Commission and the remainder of the Civil Service. When the commission was organized in 1910, Sir Clifford Sifton, of course, was chairman, and as such drafted the enabling Act establishing the commission. As you all know, he was for ten years Minister of the Interior and he had experienced the difficulties which were encountered by every minister in the conduct of his department; and, in drawing up this enabling Act, he endeavoured to avoid, so far as possible, those difficulties and to obtain for the commission powers which would enable him to carry on the work with the maximum efficiency at the minimum cost. One clause which he inserted in the Act permitted, and empowered us, to engage for any special investigation such assistance as we might require, such employment to terminate upon the completion of the investigation. This is the most important and valuable clause in the Conservation Act. The Civil Service Act of last session, however, has practically repealed that. We now have to go to the Civil Service Commission to engage our assistants, technical or otherwise. In outlining the work of the commission of course, we broke absolutely new ground. It is absolutely unique organization. There is no other organization similar to it in the world. There are conservation commissions in certain of the States of the United States, but they are of an entirely different character. With our commission, no commissioner receives any salary.

In blocking out the work of the Commission, Sir Clifford Sifton decided it would be possible to establish seven committees to take up the various branches of work, six in connection with natural resources and the seventh which was called the Committee on Press and Co-operating Organizations. There were committees on fisheries, game and the fur-bearing animals; on forests; on lands; on minerals; on public health; on waters and water powers. Then it was necessary, so far as possible, to secure expert advisers. Sir Clifford Sifton laid down the general principle that we would have a very small staff of experts, that we would not take experts from any department of the government service. This was for several reasons. One is that when a man is in the Civil Service for a long time, he is apt to get in a groove. Again, if you take a man from a department and that man turns out to be very efficient, the department would naturally claim that we had crippled their work. Therefore we adopted the principle of appointing experts who were young men, at a reasonable salary, young men who had a reputation to make and were full of energy. That, I think, is one of the reasons why we have been able to achieve such results with a very small vote. Now, we did not give these experts a large staff of assistants. When I say that, I will explain. If you have a man in the First Division, he is apt to expect so many men in a lower division to help him, and so the thing goes on like a pyramid with the head of the branch at the top. We decided that, in our work, we would employ a considerable number of clever girls because we could get them for a more moderate salary—girls of as great ability as we could get hold of, to take the drudgery off the men. It was made clear to these experts that they could not expect to get a large number of male assistants. That plan has been carried out. To-day our experts have no men to assist them except for special work.

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By Mr. Mowat:

Q. Are the girls graduates of universities?—A. Some of them. Some of the cleverest girls we have are not graduates. My private secretary is not a graduate and she is one of the cleverest girls I have ever met.

Q. What is her salary, \$1,200?—A. \$1,850, but we have very clever girls to whom we only pay \$1,200.

Q. Your department differs from the ordinary departments in that you have scientific men of special knowledge. Since the establishment of the Civil Service Commission, have you found that it has deterred you in the conduct of your office?—A. I won't say it has deterred us. But it is much easier to sit down and write to a man and say "Will you accept the position of Assistant Forester at \$1,200 per annum?" than to go to the Civil Service Commission, because the position is then complicated by having to advertise. It is far more satisfactory for the head of the branch, supposing he is the right man for the position, if he can look around quietly and decide who is the best man for the vacancy, find out by making inquiries and personal investigations. In the last analysis, the results you obtain and the efficiency you obtain depend largely upon the men at the top. We have gone largely on the principle of giving our experts practically a free hand. We say, Mr. A—, you are expected to do certain things. You will have all the support you can reasonably expect within the limits of our financial resources and we expect you to make good. We put the responsibility upon them. We say: "If you don't make good then we will bring you to time." Of course this clause in our Act enabled us to pick all those men; and when a special investigation was completed as, for instance, fur farming, we let them go. Again, we established 32 illustration farms throughout the length and breadth of the country and when we had results we turned them over to the Department of Agriculture because they could carry on more illustration farms in one province than we could in the whole Dominion.

By the Chairman:

Q. In other words you decided upon the system and after you found it of value turned it over to the Department of Agriculture?—A. Exactly. Our intention is not to administer. It is to advise, investigate and inform. Having done that, we turn the system over to the Minister of the department. We investigated fire wastes. We demonstrated that the situation was exceedingly bad. Our record in Canada is the worst in the world. Having aroused interest throughout the country, we then transferred our investigator—we only had one man—to the Department of Insurance. He is now carrying on administrative work throughout Canada. We also commenced our town planning work and we engaged Mr. Thomas Adams who stands at the head of his profession in the English speaking world. Now that the Government has appropriated \$25,000,000 for housing, Mr. Thomas Adams has been transferred to the Housing Committee of the Cabinet and is carrying on that office in connection with the adjudication and the passing upon of the plans of houses for the Housing Committee.

By Mr. Mowat:

Q. How often did the Fisheries Committee meet last year?—A. Last year they met immediately following the annual meeting, on the 21st and 22nd of February.

Q. I suppose they only really meet once a year?—A. Practically so.

By Mr. Loggie:

Q. Who is the commissioner for New Brunswick on fisheries?—A. The Honourable Dr. Smith. He is the ex-officio representative of New Brunswick. The members of the committee have also to be commissioners. No one is on the committee who is not a commissioner, which, of course, to a certain extent limits——

[Mr. James White.]

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By the Chairman:

Q. Many of the appointments to the Commission are made, are they not, in regard to the position held by the appointee. What I mean is that Lieut. Governors and so on are appointed. They are not always selected for their interests in or knowledge of the work?—A. Perhaps I should go back and explain. The enabling Act provided that the Governor in Council could appoint 20 commissioners by Order in Council and that there should be 12 ex-officio members of the Commission. The 12 ex-officio members are composed of the Minister of Agriculture, the Minister of the Interior, and the Minister of Fisheries for the Dominion, and also the Minister for each province who is entrusted with the care of its natural resources. Now, in most cases, that means the Minister of Lands. We have no choice in regard to those ex-officio members. They are there by virtue of their office. In electing members, they appointed 2 from Nova Scotia, 2 from New Brunswick, 1 from Alberta, 1 from Saskatchewan, 1 from British Columbia and the remainder divided between Ontario and Quebec. The Act also provided that where there was a university in a province, there must be one university representative. As a result, one of the representatives from Nova Scotia is Dr. Howard Murray from Dalhousie University; Dr. C. C. Jones is a member as Chancellor of the University of New Brunswick; Quebec representatives are Mgr. Choquette of Laval, Dr. Frank Adams of McGill; from Ontario Sir Edmund Osler, Governor of Toronto University and Sir Sandford Fleming up to his death represented Queens. Dr. Rutherford, dean of the Faculty of Agriculture of Saskatchewan, is from Saskatchewan and Dr. Tory is from the University of Alberta. In British Columbia, up to a recent date, they had no university and Mr. Babcock, following the death of Mr. Hendrie, was appointed for British Columbia.

By Mr. Mowat:

Q. The Commission really only meets once a year?—A. The Commission only meets once a year except occasionally.

Q. Does any branch meet more than once a year?—A. No, except occasionally.

Q. Between you and me, I don't think the Commission is taken very seriously by the country. I think that they look upon the whole work as being done by the permanent officials?—A. The work must be done by the officials. How could you ask the Commission to meet often. To come down to a concrete case, how could you ask Mr. Babcock to leave his work in British Columbia and travel to Ottawa—

Mr. MOWAT: I would not ask him.

The WITNESS: Unless it was something of very vital importance. We have had committee meetings which were in the nature of conferences. The Committee on Fish and Game were anxious to have a meeting last Autumn, but we pointed out to the chairman and to the members of the Committee that it would involve their leaving their homes and travelling to Ottawa possibly at a time which would be inconvenient to many of them. It would also have involved considerable expense. We suggested to the Committee that it would be better to have a wild life conference immediately following the annual meeting when the maximum number of the members of the Committee would be in Ottawa and at a time when it would be most convenient to members of the Commission. They fell in with that idea. We had the conference. We asked the provincial governments to send their chief game guardian and other officials. We asked the Fish and Game Associations in Canada and the other Associations interested in fur-bearing animals. It was held as a joint conference under the Commission of Conservation and the Advisory Board of Wild Life Protection.

By Mr. Loggie:

Q. What department has charge of protecting wild game?—A. Up to a recent date, the Government did practically nothing. Now it is under the Department of the Interior.

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Mr. MOWAT: I desire to speak with the utmost respect of the members of the commission. But it seems to me they don't do much harm and they don't do any good.

The WITNESS: The way I look at it is this. The voluntary associations in the United States lasted from 1909 virtually to 1914. In November, 1914, what happened was exactly what I predicted from the beginning. They had a meeting at Washington and went up with a big row and practically dissolved. They have been moribund ever since.

By the Chairman:

Q. You spoke to us of illustration farms, housing and forestry. That work is largely finished I presume?—A. Oh, no, sir.

Q. You have handed over the illustration farms to the Department of Agriculture. You have made investigations regarding forest preservation and fire ranging. Tell us what work you are engaged in now. Take illustration farms——

Mr. LONG: You made reference to forest fire jurisdiction and so forth. I would like to bring up this point. We have had tremendous forest fires in the northern part of Saskatchewan. There was never anything like them in the past. Would it not be relevant to the discussion to bring that to your attention and ask you to give it consideration?

The WITNESS: It certainly would.

Mr. LONG: I would like to do that. That fire swept across the entire northern part of the province and there is very little standing spruce now remaining I am informed.

The WITNESS: That of course creates a very serious situation because Saskatchewan has much more spruce than Manitoba for instance. If you will pardon my going back to your first reference to illustration farms. After we finished that work, we transferred our illustration farming expert to the Department of Agriculture. Then we looked around the field of better agriculture for another opening. Dr. Robertson, who is chairman of our Committee on Lands, suggested that we make an investigation of what you might call the typical county in Ontario. We selected Dundas as representing the maximum advantage. Since that time—it was in the year 1914 when of course we were forced to curtail our operations owing to reduction in our vote—since that time we have been making investigations in that county to ascertain the exact situation. We wanted to ascertain the reasons for the migration of the farmers from the farm, what could be done to get the farmers back on the farm, what could be done to increase our agricultural output. What we wanted to do was to study the whole question in all its phases and to ascertain why the farmer was leaving the farm and how that could be cured. We wanted to see what could be done to remedy that condition of affairs. That is the work we have been carrying on. We have also been carrying on work in that particular county in connection with the teaching of agriculture in country schools. When we began, agriculture was taught in three schools I think out of 78. In two years we induced them to introduce the study of agriculture into all 78. To my mind, one of the worst defects about our educational system is that we preach the system of uniformity. To my mind, if a school is situated in a community which is essentially a manufacturing community, I think the children in that community should be given—I won't say a course—but that the fact should be borne in mind that a large proportion of them will eventually take up manufacturing as a means of livelihood. I hold that in the country the schools should teach agriculture and so on, and I think, if it is taken up in this way, you will do more to interest children than almost any other method.

Mr. MOWAT: That is done largely in Saskatchewan now.

Mr. LONG: Yes.

The WITNESS: If I might pass on to the question of forests. At the present time, our output of paper and pulp will probably aggregate about \$180,000,000 for the year.

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Now, in the United States, when the paper mills commenced operations they, of course, like all lumbermen—in almost every case the cruisers reported far more pulpwood than actually existed. The pulp and paper companies counted upon 12 and 13 cords per acre even. They have got 3, 4, and 5. If all the pulp and paper mills in the New England States and the State of New York were worked to capacity for about 12 years they would cut every stick of spruce and balsam in those States. They would absolutely denude those States. As a matter of fact, the pulp and paper companies are faced with a serious situation. Many invested 8, 10, and 12 million dollars. They counted on very large supplies of timber to cut from. In fact, that the annual increment of growth would enable them to continue operations for a long time. They now find that they are absolutely wrong and some of them find that they are face to face with ruin. They have not set aside an amortization fund. Had they had a correct idea of their resources they would have been able to have a large amortization fund.

By Mr. Mowat:

Q. Amortization for what purpose?—A. For all expenses on those plants. A pulp plant is a very expensive proposition indeed. And they vastly over-estimated the annual increment of growth. The annual increment of growth is not nearly so great as anticipated.

Q. Have you records which would give information of that kind?—A. The Laurentide Company which is operating on the St. Maurice approached us with reference to co-operative arrangements whereby we could operate on their lands and study conditions which existed there. Under the arrangement we were to pay half the cost of investigation. That arrangement was in operation for three years. The Riordan Pulp and Paper Company asked us to enter into a similar arrangement with them for their limits on the Rouge river and it was in operation for two years. The Abitibi Company in Northern Ontario also asked us to enter into such an arrangement. This is now in operation and we have our men on their limits.

By the Chairman:

Q. What is the nature of the arrangement?—A. We send our men there on their limits to make a study of typical areas.

Q. Why should the Government be at the expense of investigating private property?—A. Because if we were not investigating the Laurentide limits and the Riordan and Abitibi, we would be investigating limits somewhere else and we should have to pay the whole cost.

Q. You are getting information which is essential for the Government?—A. We are getting information which is essential, which is absolutely basic to the continuance and the life of the whole pulp and the paper industry; and I say that I think it is one of the most important questions which is facing the forest resources of Canada to-day.

Q. You are getting the advantage of your investigations, and they are getting the advantage of their investigations?—A. They don't as a rule put up actual money. They pay their own men and keep an account of the expenditure. If we expend more than they do, they give us the difference.

By Mr. Long:

Q. How are these accounts published?—A. They are in the Auditor General's report.

Q. When you put men to work on the property of a private company, they gain the benefit of the Government investigation. It appears to some people that you are giving them a little more assistance than perhaps would be justified if you placed a greater value on their individual effort. I am not criticising. But we have to explain these matters?—A. But if they did not come forward with their offer, we should have to meet the whole expenditure.

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By the Chairman:

Q. You consider then that this information is of importance?—A. Not only that, but we are enabled to carry on investigations in two typical areas, where, otherwise, we should only be able to carry on one. The Geological Survey, for instance, send parties out all over the country. If some one in Alberta or British Columbia, for instance, would be willing to pay one-half of the cost of a party working on say a certain mining area, then for the same expenditure of money you could have another party working somewhere else. As it is the Geological Survey pays the whole cost. Our funds are so limited that we have to try and make the vote go as far as possible. We have arrangements with three of the largest pulp companies. Of course we would not undertake in any event to go on all limits. We selected these as typical. We took the St. Maurice as being typical of central Quebec. Then we took the Rouge river as being typical of the central western portion. Then we took the Abitibi as typical of the portion lying north of the height of land. In the St. Maurice valley, they have a mixed forest of spruce, balsam, birch and hard woods. Now in the days before white men went there, the forest consisted of immense pines towering above the hard woods. The pine has absolutely disappeared. These pines stood 90 and 100 feet high. Then the spruce and balsam projected above the hard woods. The lumbermen cut out the large spruce and balsam and the hard woods commenced to grow over the gaps. Then came the serious situation. There was too much shade and the hard woods cut out the spruce and the balsam. Thus the pulp and paper men who had counted on reproduction found that they were not correct. They cannot sell that hard wood at cost. Something must be done or else it will simply become a hard wood forest which is of no present value to the country as a whole. The trouble is how the forest is to be penetrated. Eventually, although done at a loss, it may be necessary to lumber the birch. Then again the question is: how does the closing in of the hard woods affect the spruce and balsam. If we cannot expect continuance of spruce, can we expect continuance of balsam. We made experiments to find out how far heart rot had gone. We found in some cases that it did not extend very far and among the balsams could be cut and the sound portion of the lumber left.

By Mr. Loggie:

Q. How long do you think the pulp will last in Canada? Have you any estimate?—A. No, it is impossible. We have made a survey of forest resources in British Columbia. That was published the other day. We sent a man into Saskatchewan, and he made a report.

Q. Was anything done in New Brunswick?—A. No. Nova Scotia was done in 1910 and 1911. We are now commencing in Ontario. That work has been held up because the officer in charge of it, Mr. Craig, was deputed in connection with the production of Sitka spruce for aeroplanes. We found out that there was approximately fourteen billion feet of aeroplane spruce in the province of British Columbia. We approached the lumbermen. We had access to cruisers covering 66 per cent of the areas under license. We loaned Mr. Craig to the Imperial Munitions Board and he went to these lumbermen and said: "This is confidential information. You have so many thousands of feet of aeroplane spruce. Will you put a man on these limits and cut it for us? If not, will you sell the right to some one else?" Then the British Columbia Government passed an Order in Council providing that where a man refused to cut Sitka spruce, men could be put in and the spruce would be lumbered for him and he would be paid at a fixed rate. The result was that we were saved a very serious situation. Although we had fourteen billion feet of aeroplane spruce in British Columbia, one year more of going under war conditions would have probably exhausted all the available supply of aeroplane spruce. Still we only cut twenty-one million feet. We cut trees that were 500 and 800 years old, trees which will probably never be reproduced. The waste in cutting aeroplane spruce is enormous. In southern

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British Columbia it does not form 10 per cent of the forest. In that section there is not 10 per cent suitable for aeroplane purposes and, when cut, if left for a short time in that climate it becomes blue and marked.

By the Chairman:

Q. It is then useless for the purpose?—A. It is useless for all purposes except for common lumber, lumber of a low grade, and you could not afford to pay freight on it.

By Mr. Mowat:

Q. What became of that unused stuff?—A. They sold as much of it as they could but there was no market for anything like the whole of it. As I say, when it became all blue you could not sell it at all.

By Mr. Charters:

Q. How long has your commission been in operation?—A. A little over nine years.

By Mr. Mowat:

Q. We have heard a number of deputy ministers and heads of departments and have tried to get an explanation of the enormous percentage of absentees on compassionate grounds or on the score of illness?—A. We have been operating under exceptionally favourable conditions. We have in our hands the power of dismissal so far as the temporary staff is concerned. Now if I found that any clerk was abusing his leave of absence, I watched until I was absolutely certain, then I said "Your employment terminates at the end of the present month."

By Mr. Charters:

Q. Did you have many?—A. I say if you wish to enforce discipline, the two primary things are, first, power of dismissal, and secondly, exercise it when you are absolutely certain you are right. You only want to make an example of one or two. I have dismissed I suppose not more than five or six.

Q. Out of how many?—A. That would be very hard to say.

Q. What is your staff now?—A. Roughly I think 42.

By Mr. Mowat:

Q. You believe in giving the head of the department the right to run his department?—A. Most emphatically. If you have the right man at the head you have efficiency.

Q. You would give the right of appeal I suppose?—A. Certainly. But the head wants to feel that no consideration, except consideration of justice, will put that clerk back.

The committee adjourned.

MONDAY, June 16, 1919.

The committee met at 11 a.m. o'clock, Mr. Steele in the Chair.

Major STANLEY B. CORISTINE, sworn:

By the Chairman:

Q. What is your position in the Civil Service?—A. I am a Commissioner of the Board of Pension Commissioners, and also acting as secretary for the time being.

Q. Since when?—A. I was secretary since May, 1917, appointed Commissioner in February, 1919.

Q. Were you the first secretary?—A. I was first secretary.

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Q. You have been with the Board ever since its organization?—A. Not since the organization of the Board. The Board was organized in September, 1916, and I was appointed secretary in May, 1917.

Q. Are you familiar with the methods adopted in the organization? Can you give us some statements as to the methods used in the organization of the Board?—A. I think so, sir.

Q. Have you a statement prepared? If so we will receive your statement first?—A. I have not a statement other than that which has been already submitted. I think you have a copy of the staff, and I have also statements in regard to various matters, which I thought probably you would ask questions about, and I could try and answer them.

Q. Tell us the general plan of organization, enumerating all branches, etc.?—A. The Board is composed of three commissioners. To assist them there is a secretary. He acts as the mouthpiece of the commission, transmits orders, and looks after, generally, any correspondence. He has charge of all the correspondence going out from the Board. There is in addition a director who has charge of the organization and of the work.

Q. Who is the director?—A. Mr. Archibald. He is legal adviser, and also acting as director at the present time. The staff is divided into branches composing the paying staff, the staff which pays the pensions, and the medical staff which looks after disability pensioners, men who have been disabled for years, and the branch which we call the Claims Branch, which looks after dependents of those who are called overseas. These branches of course are divided up again into other branches.

Q. You have some other branches; the Secretary's Branch, for instance?—A. Yes. The Secretary's Branch does the correspondence, looks after all the correspondence, under the direction of the secretary. Then we have a branch which is called the District Branch. That looks after a number of offices which are scattered through the country for the purpose of keeping in touch with the pensioners, to investigate claims and to assist pensioners in every way possible, or applicants for pension, explain regulations, and so on.

Q. These branches are officered how?—A. What do you mean by that? There is a head official in each branch.

Q. Who is held responsible?—A. Who is held responsible?

Q. For the work of the branch?—A. Of the branch concerned. He is directly responsible to the director. The director is responsible to the commissioners through the secretary.

Q. On whose recommendation, can you tell us, was this plan of organization adopted?—A. Well, last fall, the then Chairman, Commander Ross, felt that re-organization of the organization was necessary.

Q. A re-organization?—A. Yes.

Q. Can you go back and tell us about the original organization?—A. I can tell you that, sir.

Q. In the first place, was the organization of the Pension Board brought under the Civil Service?—A. No, it was not.

Q. And it was an independent organization?—A. Perhaps I had better go back and say that up till September, 1916, Canadian pensions were administered by the Pensions and Claims Board, which was a Militia Department organization. The Government apparently felt the need of creating a separate organization for looking after C.E.F. pensions, and decided on the Board of Commissioners at that time. They appointed Commander Ross, Major Todd, and the late Colonel Labatt as Commissioners in September, 1915. Commander Ross at that time brought up a gentleman called Kerr, who was a chartered accountant of considerable experience in Montreal, and he organized the Board at that time. It was very much along the lines that it is now, but it was naturally much smaller.

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Q. Can you tell us if Mr. Kerr had any experience in organizing offices?—A. I am not in a position to say very much about that.

Q. I might say that the object in asking these questions is this: Here is a Pension Department, so to speak, organized apart altogether from the Government or from the Civil Service Commission, but organized, I understand, by a business man. We want to get on to the methods employed with a view to ascertaining if any methods were adopted and followed which might be followed to advantage under the Civil Service. This man was a chartered accountant?—A. Yes, and I think Commander Ross had had experience with him in his own business, the Dominion Coal Company, at some time, or his father, Mr. James Ross. I am not certain of that, but I imagine that is how he knew of him, so he organized, as at that time. When I came in in 1917 I was given to understand by the Chairman that in addition to my duties as secretary, I would be expected to act in the capacity of general manager of the organization. To all intents and purposes it was possible at that time, because the staff consisted of approximately 250 people. It was a very much smaller thing than it is now. Our casualties had been pretty light, and there was a relatively small number of things to attend to.

Q. What experience had you had previously?—A. I am Vice-president of James Coristine and Company in Montreal. I do not know that that is any great asset, but my training had been with James Coristine and Company.

Q. What line of business?—A. Wholesale furs and hats, and so on. I had also been dealing with office buildings, the management of buildings, and so on.

Q. Had you been in charge of a large office staff?—A. A comparatively large office staff, yes. As I was saying, we carried on along these lines until last fall when, as the work grew, we found, particularly in the pay end, or the accountancy end of the organization, that we were beginning to slip a bit. Commander Ross took a trip to Washington to look over the American system of paying their war risk insurance, pensions and so on.

Q. That had not been done previously?—A. Major Todd has often been down, but no result had ever accrued. While down there, Commander Ross got in touch with a man called Bailey. I engaged him to come up here. He calls himself a mechanical and efficiency engineer, and he had been employed with the War Risk Insurance Bureau in Washington, in organizing them. Commander Ross engaged him on a nine months' basis, that was to come up for three months, with the privilege of going back from time to time, as he had not finished his work there, and give us a straight six months to reorganize. Mr. Bailey, as the result of conversation with myself and Mr. Archibald, has evolved this organization as shown to-day. I am sorry that I did not bring a chart down; I thought of it after I got here. I can let you have a chart showing the organization principles perhaps better than I can explain them.

The CHAIRMAN: You might send it.

WITNESS: I will send it down.

By the Chairman:

Q. There were some modifications made in the original organization by Mr. Bailey?—A. I would rather say that there were additions made; they were spread out. Our staff has grown so, and the volume of work has grown so, that it is practically impossible for the secretary, as I told you before, to act as general manager. It was impossible for me to get round all the branches every day and see how things were going.

Q. So that up to the present you had Mr. Kerr, who originally organized?—A. Yes, and when he completed that organization, he handed it over to me.

Q. You acted as general manager, so to speak, for a time and now we have Mr. Bailey?—A. Mr. Bailey came in October or November last. His time is up in

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August next, and the Commissioners advised him the other day that his sphere of usefulness had pretty well ended.

Q. At any rate he has been here for some months re-organizing?—A. He has been here re-organizing. While we are on that point, you mentioned that we were free from the Civil Service control and regulations. That applied only to February 12 or 13, 1918, when we were brought under the organized Civil Service by Order in Council.

Q. Have appointments been made to the staff by the Civil Service Commission since that time?—A. They have been made in all cases. In some cases where the Civil Service Commission had not on their list suitable people, we have been able to make recommendations to them, but in all cases the recommendations have been made by them.

By Mr. Charters:

Q. How many permanent officials have you?—A. For the purposes of leave, they allow us to list those persons whom we consider permanent ourselves. The way we used to do before coming under the Civil Service Commission was, we engaged a person to work for us; we kept him or her on a period of probation for some months to see whether they would make good. At the completion of that period, they were either confirmed in their appointment, or let out. We have a number, two hundred odd, I think, whom we consider permanent clerks, and who had engaged with us on the basis of being permanent clerks. Coming under the Civil Service Commission, it was rather difficult. They were not in a position to confirm our arrangement with these people. What they have done in the meantime is, they have allowed us for the purposes of vacation and so on to consider these people as permanent, but for Civil Service purposes our whole staff is classed as temporary.

Q. About how many are there on your total staff, permanent and temporary; those that you class as temporary now, and those that are classed as permanent?—A. Roughly about two hundred and fifty permanent and the balance temporary. I think that since February, 1918, we have not considered anybody as permanent.

Q. All appointments now being made are through the Civil Service Commission?—A. Yes.

By the Chairman:

Q. At the request of the Commissioners?—A. In some cases.

Q. No appointments are made except as asked for by you?—A. We notify them if there are any vacancies and we require any persons.

Q. So that the Board is really responsible?—A. Yes, for the personnel.

Q. Are all the employees on this staff?—A. Yes.

By Mr. Charters:

Q. Are your hours the same as the other departments?—A. Yes, sir.

Q. What about the general work? What about punctuality? Do you get your people at the office at 9 o'clock or half past nine?—A. Very close tab is kept on them, I think we were the first department to install time clocks. These time clocks are checked up very carefully every day. A card index of the staff is kept, and the transfer is made on these index cards of every employee late or absent without leave. I cannot tell you how many lates it is, but after so many lates there is a deduction of pay made. I have not the actual number of times before me.

Q. What about the general efficiency?—A. To be perfectly frank, I do not think the efficiency all through is as it would be in an office organization. I would not be so well satisfied in an office.

Q. What is the cause of the inefficiency?—A. I do not know. I have tried to fathom it.

Q. It is not age?—A. No, not age.

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Q. And not illness?—A. No, although I think possibly there is more illness, especially amongst the female staff, than there would be in my experience in business.

Q. This is a comparatively new department in that portion of the service which has been running on from year to year for many years. We all understand that it is difficult to have just as good service as if you were organizing anew. Your department is new, and you should have young people, comparatively, and capable people. Why have you not?—A. I would not have you infer from what I have said that our people are all incapables. We have good, bad and indifferent, of course. I do not know whether it is permissible, but my late chief felt he could not secure the efficiency that should be provided when we were put under the Civil Service Commission.

Q. He felt that there was greater efficiency before you went under the Civil Service Commission?—A. Yes. Is it permissible to discuss Commander Ross?

Q. Yes, go on.—A. When Commander Ross came here in the first instance, his story is that he had been promised that he was to have an absolutely free hand to run the organization along business lines as he considered necessary. When he was in England, in December, 1917—February, 1917—he received word that, by the passing of an order in council, he had come under the working of the Civil Service Act, and he immediately cabled to the Premier protesting very strongly.

Q. You said February, 1917, is that correct?—A. February, 1918, he went over in December, 1917. But the Government did not consider that it could make an exception to our department, and the commander left. He wrote one or two strong letters stating that he considered our efficiency was going down $2\frac{1}{2}$ per cent per month.

Q. Because of the action of the Civil Service regulations?—A. Yes.

Q. In the first place the head of the department had the right to hire and dismiss?—A. Or the deputy. The Commissioners themselves hired and dismissed.

Q. And having that power they were able to secure better efficiency?—A. Yes.

Q. Than they have been able to secure since?—A. The Pension Commissioners used to send a representative, sometimes, as far as Halifax or Vancouver, to get the proper type of staff, that is the subordinate staff, stenographers, typists, and all that sort of thing. As a result of that there was a feeling abroad that our salaries were higher than they should be—but I have heard a statement—

By the Chairman:

Q. Before you enter on the question of salaries let us finish up the question of greater efficiency. Are there any other reasons you can give, in addition to what you have already said, as to why efficiency was greater under the old methods?—A. I do not know whether I am right in this, but there appears to be a feeling that under the Civil Service regulations we have not the hold over the staff we had before.

By Mr. Charters:

Q. When you require a certain number of clerks you apply to the Commission?—A. We notify the Civil Service Commission that we have vacancies for so many clerks and say "Will you appoint them," specifying what we want in the way of typists, stenographers, or ledgerkeepers as the case may be. We are asked to give a trial to those who are sent to us, and it is rather difficult sometimes to tie the Civil Service Commission down, and I expect they find difficulty in that respect also, and I have asked them how long am I expected to keep a person whom I consider unsatisfactory.

Q. What is the answer?—A. I have never got anything very tangible. I must give them a fair trial. You know very often you can tell in a very short time whether a person is satisfactory or not.

Q. And have you dismissed many or refused to engage any member?—A. Not a very large number.

Q. Why?—A. Well that too is rather difficult; because when we have done so we have not seen any great improvement in the replacements.

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Q. Take this point—you are head of a concern of your own in Montreal?—A. Yes.

Q. Supposing you had to do this work you are doing in connection with this department and you were hiring them in your own interest and dismissing them, in your interest could you do the same amount of work with a reduced number without difficulty, with equal efficiency and at a reduced cost?—A. I think, and I believe, that greater efficiency should be gotten out of the persons employed; I think if I were running this business and had my hands free to dismiss or to penalize as the case may be, that I could run it with a smaller number.

Q. How much, with ten per cent less?—A. It is pretty hard to tie it down, but I would say ten per cent less, probably, than we have done.

Q. You would say with ten per cent less than you have done the work with?—A. Ten per cent less than we have done the work with.

Q. That would mean a very considerable saving?—A. A very considerable saving.

By the Chairman:

Q. Where does that responsibility lie for the feeling that the same service need not be given now that had to be given formerly? Does it lie entirely with the subordinate employees, or does it also affect the heads of the branches?—A. I would say, in our case at least, more particularly with the subordinate employees; we are a young department, as you said.

Q. Do they feel that since they have come under the Civil Service Commission that the hands of the Pension Commissioners are tied, and that there is no need for devoting the same attention and rendering the same efficiency as individual employees as they would if they were entirely held responsible for it?—A. I think there is that feeling; I have had it reported to me on occasions, I have heard such remark, "Oh, well, they can't do anything to us" and along that line.

Q. And the head of the branch probably has the same feeling, that he cannot dismiss an employee and there is no use worrying about it?—A. That may be; I know one thing that if you have an employee, and if that employee is not carrying on satisfactorily, if you can discharge that employee it is evident you are going to get more satisfaction out of him than if he knows you have not that authority.

Q. What is your method of bringing about a dismissal?—A. Report to the Civil Service Commission; you can suspend, with or without pay, as the case may be, and report the case to the Civil Service Commission.

Q. For what period?—A. I could not say offhand what the period is.

Q. And have you suspended a number?—A. Not a large number, we have suspended on occasion.

Q. It comes up to you, pretty well, doesn't it?—A. Yes, you are right, it is up to ourselves as you mentioned.

By the Chairman:

Q. Are there any other reasons for lack of efficiency that you can suggest?—A. No, sir, I think that is about all.

Q. You were starting on the question of salaries a few minutes ago, before you go any farther you will not suggest that the salaries are not large enough to get efficiency?—A. No, I do not think so.

Q. That has nothing to do with the lack of efficiency?—A. No.

By Mr. Charters:

Q. As to the powers of your employees in Montreal? In your own private office you can hire a man for your office staff?—A. My own employees in Montreal?

Q. Yes, how many have you on your office staff?—A. I think it runs just about the same.

[Major Stanley B. Coristine.]

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By Mr. Redman:

Q. You told us that you were the first department in Ottawa to institute the clock system?—A. Yes.

Q. What proportion of your staff use the clock system?—A. Well, all but the heads of the branches, and the officials in Ottawa, the commissioners, the secretary, the director, and the legal adviser, and so on, and the heads and assistant heads I think of each branch.

Q. Is that by the regulation of the Civil Service Commission?—A. No, I do not think they have anything covering time clocks at all.

Q. How many in your department do not use the clock at all?—A. I would not think there would be more than 50 out of a staff of 700 odd. That is at Ottawa; in our districts we have not clocks.

Q. Have you any means at all of keeping constant check upon the times at which these 50 arrive and depart?—A. I am afraid we have not now, other than that the secretary is supposed to be responsible.

Q. It is possible the secretary would not see them very much, and it is also true that regularity and punctuality on the part of these heads would have a very great influence on these officials?—A. Yes.

Q. Have you ever thought of some device or scheme whereby some regulation could be made to insure their punctuality?—A. I really cannot say that we have. We have not felt so far that there has been any real necessity.

Q. Do you know that members of Parliament at the end of each month are asked to make a declaration that they have been in attendance during the month?—A. Yes. We might institute something of that kind.

Q. I have heard, as a matter of fact, from other departments, not in regard to your own at all, that they found difficulty in regard to some of the assistant heads, who are older men than the deputy, and the deputies do not like to go after them, but it seems to me there would be no objection to these heads and deputy heads taking a declaration previous to their obtaining a cheque?—A. I think that is a good idea.

Q. You think that might be useful?—A. I think it might be very useful.

Q. If some mechanical device were put in, it might be a great help?—A. Yes.

Q. You have a very large staff at present, comparatively speaking, for your work. Do you hope that that staff will be reduced in the near future?—A. I do.

Q. For what reasons?—A. Well, since December our staff has increased very materially, due to demobilization. The increase comes mostly in the district offices out through the country, wherever they are actually in touch with the demobilized soldier, and we have to get all medical documents in connection with that soldier immediately upon his discharge. It requires the addition of a large number of typists and stenographers and such persons.

Q. About when do you hope that the first decrease will take place?—A. It should come immediately upon the cessation of demobilization.

Q. By the fall?—A. It should come by the early fall, probably October.

Q. Will you have any particular person in charge of checking that aspect of the work; that is the decreasing of staff as the work finishes?—A. We are watching that every day. Mr. Archibald reports to me nearly every day on that.

Q. You have not any memorandum made up as to the amount of salaries you are paying and the costs of administration in your department?—A. Well, I have got the amount of salary paid every employee.

Q. You have not got it totalled?—A. I have not got it just before me. I can get that for you.

Q. It is true that the cost of your administration compared to the payment of pensions generally is very heavy, and people who do not look into it thoroughly and know why are inclined to criticize?—A. I am sorry I have not before me the percentage of costs per pension. I can get that for each district office. I had those last week.

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Q. Would you say your staff a year from now might be reduced to a half?—A. I would say from a half to three-quarters.

Q. And after that again reductions as pensions become more stable?—A. Yes, once we get straightened away on our pensions proposition there should be a marked decrease in the number of the staffs.

By Mr. Redman:

Q. One thing is still unsettled in regard to the Pensions Commission or the relations between themselves and the Minister. I should like to ask you what you think of the conditions to-day, if the appointment of your staff were handed over to the deputy of the department under which you are placed, in relation to responsible government, etc.?—A. And still to remain under the provisions of the Civil Service Act?

Q. Yes, if you were to be under the Minister of the Soldiers' Civil Re-Establishment; if he is to be responsible for you it is natural that his deputy, or perhaps you as his deputy, should appoint a staff?—A. That in effect is the situation as it is at the present time, as I understand it; that is the Commissioners—not I, but the three Commissioners—act as a deputy. In the new Act they are given powers—

Q. They act as a deputy to the Minister, under whom you are?—A. Yes.

Q. You do not think anything would be gained by having a deputy of that Department have charge of the staff and have you merely have charge of the payment of pensions?—A. I think it would be an increased cost rather than an advantage.

By the Chairman:

Q. As to the arrival of employees at the office, they use the clock system in registering their arrival. Is there any time lost in using the clock?—A. No, sir, we were afraid of that at first, and we used to make them come five minutes before the hour.

Q. They are supposed to be in the office at nine?—Yes, but we were able to slack that off and let them come in at nine o'clock. There is not more than a minute or possibly two minutes at the outside lost. I do not think there is any time lost. The majority come in a few minutes before the time.

Q. They punch the clock on their own time?—A. Yes. At present we have a building to ourselves. We used to be in the Union Bank Building with several other departments, and there was trouble there, congestion, due to the elevator service.

Q. What control have you over their arrival in the office? Suppose an employee punches the clock but does not come into the office till ten minutes after nine?—A. Well, there is a system of supervisors. There is a head over ten or fifteen people.

Q. We have not heard about that phase of your organization? Take one branch, for instance, your own branch, to illustrate how it is organized in order to secure continual work on the part of the employees?—A. Well, I do not know just how I can illustrate that, other than by, say, take the Pay Branch, which is a large one, consisting of about 200 people. That is subdivided into the Accounts Branch, the department that deals with the Soldiers' Civil Re-establishment, and half a dozen other subdivisions. In charge of each of those subdivisions is a responsible officer who is directly responsible to the head of the branch who in turn is responsible to the director.

Q. What is he responsible for?—A. He is responsible for the output of his particular line of work, and for the discipline of his staff, the attendance and all that kind of thing. It is simply a continuation of the chain of responsibility. We have a daily report—and this may be of interest—which is placed in my report; that is the report that will come to me probably completed and typed. Underneath is a report from each of the branches to the secretary's office, from which this is made up. That is in my office every morning at 11 o'clock, so that I know how the staff stands.

Q. That is a report from the previous day?—A. Yes. Each branch reports the salaries of the branch and the complete recapitulations made up.

[Major Stanley B. Coristine.]

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Q. As to the number of employees, have you sufficient?—A. We have sufficient, yes.

Q. Have you too many?—A. We have not got too many to do the work at the present time.

Q. You are not over-staffed?—A. No, I do not believe it. We are taking on rapidly in the districts. There is a good deal of work involved in preparing medical histories of each man discharged, but as I said before, it is temporary work only.

Q. Then we have the medical advisers' branch. That is an important branch. How many medical officers have you?—A. We have about twenty-four permanent and three part-time men in Ottawa here.

Q. What are their duties, generally speaking?—A. They deal with the discharged men. Every discharged man comes before a medical board, who state the amount of his disability or whether he has been disabled. His papers are forwarded to Ottawa, and the doctors compare the medical board statement and his medical history with a table of disabilities which sets out how much pension is applicable to disabilities of that nature, and they assess the pension accordingly. That is, they recommend the amount of pension which should be awarded. That is passed to the commissioners for ratification, or otherwise. Then after six months, or after a certain period of time, the man is again re-examined to see if his disability has lessened or increased, or ceased. The basis of pension, of course, is the man's earning power. We have to watch him carefully all the time.

Q. These medical men that you have on your staff take the reports of the medical boards, and compare them with other papers of the soldier?—A. Yes, sir.

Q. Do I understand that they decide as to the degree of disability?—A. Yes, they will compare the amount of the man's disability with the table which sets out the amount of pension awarded for that disability, and they make their recommendation to the commission. At the present time, on the board there are only Colonel Thompson and myself, and neither of us is a medical man.

Q. You consider that you are not overmanned, at least in medical men?—A. I would think so, sir; we, at the moment, are training eleven medical men here; they are here for instructions and will be shipped out to various parts of the country within the next few months. They will go back to civil life.

By Mr. Redman:

Q. Are your medical officers in Ottawa allowed to go into private practice?—A. No.

By Mr. Charters:

Q. Are these men who have served overseas?—A. Practically; only Colonel Duff, one of the cleverest we have, he was one of the commissioners on the Pensions and Claims Board and is now a member of the Board of Pension Commissioners; he was taken over with that board and became our medical adviser, and I suppose, has got a better knowledge of pension work than any other man in the country.

By the Chairman:

Q. Are these medical men paid salaries as medical men?—A. The way we work that out is this: we take a man on at \$3,000 and at the end of six months his salary becomes \$3,500 and at the end of one year \$4,000. That would work out on the pay for the equivalent military rank. But we found that we had colonels on at \$4,500 and they were being taught by captains at \$2,400, and this caused a great deal of complaint.

Q. Have you anything further, Major, that you wish to lay before the committee?—A. A few moments ago you mentioned the question of salaries and the suggestion was made that possibly we were not able to pay sufficient to our staff. I have the average of salaries as paid in 1918, one year ago, and under the Civil Service at the present time. Our salaries I think are more at the present time than they were before.

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Our average salary at present is \$902 and our average salary for the fiscal year ending 1918 was about \$890, so that there is not very much difference.

Q. Do you share in the bonus?—A. Some of our employees shared in the bonus and there is a very great deal of discussion about it, but I do not think they all get it. Perhaps you are not interested in the number of returned men on the staff?

By Mr. Redman:

Q. Yes, how many have you?—A. I have some figures here; we have 64 females on the staff and the percentage of the balance of a total of 329 males——

Q. Is that in Ottawa, or throughout your system?—A. This is throughout the system. Of a total of 329 returned soldiers 81 per cent have seen service in the actual theatre of war, 8.5 per cent in England, and 10.6 per cent are those who have seen service only in Canada, a number of these were legacies from the Militia Department.

Q. What proportion of the males in your department are soldiers of some sort?—A. I can give you that in this way: there are 329 males who have been soldiers, and there are 99 who have not seen any service, and 73 of those are boys.

Q. Ninety-nine out of 329?—A. Ninety-nine out of 428.

Q. In other words you have 26 men who have not seen any service?—A. Twenty-six men who have not seen any service.

Q. Then you give us the proportion of each sort of service?—A. Yes.

Q. Then you have some rule as to the female employees?—A. We had a rule, particularly before we came under the Civil Service, that we only engaged the dependents of soldiers overseas, and we did not engage the wife if her husband was serving and she was receiving assigned pay and separation allowance. We have daughters, mothers, and sisters.

Q. Without mentioning these names, do you think any of these 26 could be disposed of, and what reason have you for keeping any of them?—A. It would be difficult in the majority of cases to dispose of them. The majority of them are men who have been with us right from the beginning, and they are the nucleus of our staff, Colonel Belton, Colonel Dunbar, and a number of those came to us from the Pensions and Claims Board; they have large knowledge of the work, and Mr. Archibald, the director, has probably a better knowledge of the details than anybody else would have.

By Mr. Redman:

Q. Yes, I think he is an excellent type of officer. Would you say that soldiers and soldiers' dependents are equally efficient with, say, the general run of Canadians whom you might take in?—A. Absolutely.

Q. Is there anything further to say on that point?—A. No, I would say in general that I agree with what you have said, that the soldier and soldiers' dependents are on a parity absolutely.

Q. You think they might have more interest in this particular work?—A. Oh, I do not know. If you want my personal opinion on it, I think the soldier should be given the preference, but not unless he can carry the work equally well. That has been our policy always.

By Mr. Charters:

Q. Not at the sacrifice of efficiency?—A. No.

Q. We have been devoting some attention to the absence of the civil servants?—A. I have some figures here in regard to that.

Q. What have you to say regarding the absence of the employees? There is a good deal reported in this report?—A. I have got a percentage statement of the additional absence to the statutory leave classified for the fiscal year. Our male employees

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average 6.7 days absence, female 13.46. It is a difficult problem in the case of the women. It is very hard. They come to you with a medical certificate. I am satisfied that in a number of instances there is no necessity for their absence.

By Mr. Redman:

Q. For the medical certificate?—A. No.

By the Chairman:

Q. Have you that statement month by month?—A. I have not it here.

Q. I was interested as to whether or not the sickness increased as the months went on. Sometimes a person starting a job is a little more attentive than he is in the second or third month?—A. We watch it pretty closely.

Q. Judging by the statement you have of that, that would look like a pretty fair comparison?—A. Well, of course, a large amount of this leave would be without pay. Absence without leave is deducted in the pay under the Civil Service regulations.

Q. You enforce that?—A. Absolutely, and also the other regulation that there is only a certain amount of sick leave which can be given, after which no leave may be without deduction of pay.

Q. Under the regulations of the Civil Service Commission, they are allowed 6 days without a medical certificate, and that may be repeated?—A. I do not know anything about that. I get a medical certificate in any case. I want a medical certificate if a man is absent one day. I did not know there was that regulation. I am not going outside the regulations knowingly. If a man is absent one day without leave I want to know why. I see the permanent staff of the Civil Service are allowed two months' sick leave with full pay and one month with half pay. Here is a stenographer with a total of 37 days' leave, but a certain number of the days would be on half-pay, and a certain number no pay. We watch that pretty carefully.

Q. Notwithstanding all that the number of employees that you have average 13½ days. That must be a great loss of labour to the department?—A. Yes, sir.

Q. Have you any suggestion to make as to how it could be restricted?—A. No, but I have given a good deal of thought to it.

Q. It requires a good deal of thought?—A. It requires a good deal of thought. Ever since I came here that has been the trouble. Every month they are away—a large number of them. I have put in lately a sort of lady monitor, sort of supervisor, and fitted up a room in the building where a girl who feels knocked out, or fainting, or anything of that kind can be taken. This is an elderly woman, and she has a good deal of tact and knowledge of things, and I think she is going to pay for herself many times over. She is a woman who can go into the lavatories and see that the girls are not spending too much time in there, and can generally float about through the building and report to me anything that is out of the way. I think it will be an asset that way. This man, Bailey, from Washington, an efficiency man, is very keen on a system of monitors, but I cannot see any great value in them. I think if you have efficient heads of branches and subdivisions, there should not be any necessity for a monitor.

By Mr. Andrews:

Q. Have you anything in the nature of a woman inspector?—A. I was just telling the committee that we have an elderly woman, and she keeps her eyes generally on places where a man cannot go and matters of that nature. She is a very tactful sort of person, and seems to be getting on well. I think the rest room idea is a very good one. Very often the girls feel a bit knocked out and this woman takes them off and lets them lie down there, and they have a rest for a few minutes. If we can save a hundred days attendance in the year, it will pay for itself and I think we can. If a girl can go and lie down there for half an hour instead of going home to lie down, it will save time.

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Q. They have found it necessary in the big stores?—A. It does a great deal of good in the big departmental stores.

Q. Have you anything further to say?—A. I cannot think of anything. I will send you down a chart of our organization.

Q. Have you any special form for the medical service?—A. No. I think the Civil Service Commission have a form, if I am not mistaken.

Q. You have not any other forms in your branch?—A. Yes, I could give you our forms in regard to pay, our time clock forms, and I could send them with an explanation; also daily report, the weekly report and the monthly report, with the manner in which we deduct pay for absence without leave.

The CHAIRMAN: You might send these.

Witness discharged.

Mr. SIDNEY SMITH, sworn:

By the Chairman:

Q. What is your position?—A. Controller of Postal Stores.

Q. How long have you held that position?—A. For 38 years.

Q. How long have you been in the service?—A. I am in my fiftieth year of service. In six months I shall have rounded out half a century. I have been under all administrations since Confederation. I came in under the first administration after Confederation.

Q. From your knowledge of the Department, what conditions exist that interfere with the efficiency of the Department, I mean general conditions. Can you enumerate any?—A. Well, I can hardly speak for other branches.

Q. Take your own branch?—A. I do not know that there are disabilities particularly regarding my own branch just at the present moment.

Q. You claim that your branch is about as efficient as it should be?—A. No, I would not like to say that exactly.

Q. Why is it not?—A. I think some of the very old men who have been with me almost from the first—if young men with their experience could be taken on, perhaps fewer could be done with, and better results obtained. But you see it is a question of experience. The older men are men who are quite competent to do the work. For the most part they are men of good health. I do not want to say that because they are old men, therefore they are no good. Perhaps being an old man myself, I look at it from a different point of view than others. But I have watched them pretty closely lately since I observed there was a sort of crusade against the old men in the service, you know a feeling of that kind, and I noticed that these men came early, were in constant attendance, constantly do their work, get through their work well, make fewer mistakes, and all round are more satisfactory than many of the younger fellows.

By Mr. Charters:

Q. How many old men are in your branch, men 65 or over?—A. I cannot tell you offhand; I could get you that information.

By the Chairman:

Q. There is a considerable percentage of old employees?—A. Yes, and long service men, men of long experience, and men who cannot very well be dispensed with.

Q. What is being done in the way of training men to take the positions of these men?—A. As the younger men come in, they are intermingled with the older men,

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and in that way they get experience and see how the work is done. If they have the qualities of the older men, they will be just as good men as time goes on; but you cannot do the class of work that is being done in my office with inexperienced people, or with people who are not zealous and efficient, and naturally good hearted and good willed workers, people who are willing to work at any time. During the war, our people continued to come back after hours many, many times.

Q. Everybody in Canada has been doing that?—A. We found them agreeable and willing to do it.

Q. I notice from this statement that there are only two officials besides yourself who are receiving \$2,000 or over?—A. Yes, the other is Mr. Greenfield, who is the Chief Clerk of Distribution.

Q. You have spoken of the old men as possibly being one reason for the reduction in efficiency?—A. I do not go so far as to say that in regard to my own particular branch.

Q. What other causes can you give?—A. I do not know that any others exist actually; I would not say so.

Q. What about female labour as compared with male labour?—A. I have not had many females in the branch for very many years, and being comparatively young people they have been capable of doing good work.

By Mr. Charters:

Q. How many women have you?—A. Not a very great many. I could give you that presently by looking over the list.

Q. You have a considerable percentage of male employees receiving less than \$1,000?—A. Yes, these are the older men I spoke of.

Q. Who are receiving less than \$1,000?—A. Not less than \$1,000, but some of them have.

Q. Are these employees efficient?—A. Oh, quite so. They come in as packers and sorters at small salaries and they have been getting an increase of \$50 a year for some considerable time, I think they get \$100 now, which would be helpful to them, of course. When we take on new men, they are men of small salaries, packers and sorters very largely. They are not on the clerical staff.

By Mr. Loggie:

Q. Did they get the bonus?—A. They got the bonus. I think I am the only one who did not get the bonus. I was considered not to be entitled to it.

By the Chairman:

Q. It was only those receiving less than \$1,800, I understand, who got the bonus?—A. Well, afterwards they gave it to the deputy heads and the assistant deputy heads. We were perfectly satisfied up to this point when it was stated that it was to be given to the people up to \$1,800; and that those above that could manage better than the people with smaller salaries; but when they gave an increase to the deputy ministers and assistant deputy ministers, and no reason was offered, we felt we had been unfairly discriminated against.

Q. In regard to Joseph E. Petclerc and Achilles Robert, what action was taken?—A. A recommendation was sent to Council for an order of dismissal after Robert had been found guilty and the information to that effect had come back to the department; they have been dismissed by Order in Council.

Q. Now there is another employee I would like to ask you about, the same woman whose husband is employed in the C.P.R.?—A. Yes.

Q. She is on the temporary staff?—A. Yes.

Q. What reasons are there for employing her?—A. She has resigned.

Q. She has left?—A. She has left the service.

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By Mr. Charters:

Q. When?—A. About six weeks ago.

Q. Why?—A. Notification was sent out, as I understand it, that the employment of married women was to cease in the department, and she came to me about it and said she would not care to stay any longer under the circumstances, and I advised her to send in her resignation, which she did, and that was the end of it. She was a very good worker.

Q. She was absent 69 days last year, did she receive pay for that time?—A. No, I understand not, I am not quite sure on that point, but she received pay for the time she was entitled to on her leave; after that she was absent without pay. We are very particular about that in our branch.

By the Chairman:

Q. Now, about the leave of absence, there is a great deal recorded in your department?—A. Yes.

Q. What have you to say about that generally?—A. Well, it is chiefly leave through the epidemic.

Q. How much have you in that statement as the number of days' absence on that account?—A. I have a brief statement showing the number of employees who have been on sick leave and on annual leave in the Postal Stores branch of the Post Office Department during the fiscal year 1918-19. Fifty-three employees were on the staff during the year. Sixteen had no sick leave, thirty-one had six days or less each, twenty-two had over six days each, of these two died; one had no annual leave, nineteen had not full annual leave—a total balance of seventy-six days annual leave being left untaken; almost all of these leaves, Mr. Chairman, were due to the epidemic.

Q. Thirty-one had six days and less each; could not that be cut down some?—A. They did not take their full holidays at all for the year.

Q. A person who had not taken the full holidays would not be debited with the number of days absent on special leave, would they, so that this statement of the number of days absence would be in addition to holidays?—A. There will be very little special leave, there is not very much.

Q. We have 27½, 18, 20, 21, 25, 11, 30, 23 and 25 days?—A. Well, that is taken in broken leave, sometimes one hour and sometimes two hours.

By Mr. Charters:

Q. What about funerals and baseball matches?—A. There may be cases where grandmothers' funerals take place.

Q. Pretty often, I suppose?—A. No, grandmothers do not die very often.

By the Chairman:

Q. What do you do to limit this leave as much as possible?—A. We watch it very closely, that is all I can say.

Q. You have fifty-three employees?—A. And if the work at the time will not allow it they cannot have leave.

Q. But a few stay away without leave?—A. If they do they get into trouble immediately.

Q. What trouble?—A. I make a formal report to the Deputy Postmaster General.

Q. And what happens?—A. They are admonished, and if it happens again there is a reduction of salary. If they show any disposition to break the rules they are brought to book right off without any hesitation about it whatever.

Q. Can you give us any information as to how much of this leave was leave without pay?—A. I can get you that information, yes.

Q. You might let us have it?—A. How much of the special leave was without pay—I will let you have it.

The CHAIRMAN: So much leave of absence as that shown in this return must interfere with the efficiency of your branch I am sure.

[Mr. Sidney Smith.]

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By Mr. Charters:

Q. You would be entitled to pension, Mr. Smith?—A. I hope so.

Q. You are under the old system?—A. Yes, I was in the gallery when Sir Francis Hinks introduced the Bill for superannuation.

Q. What would your pension amount to?—A. If I were to retire on the full allowance of \$4,000, the top class, I would get \$2,800; but if I retire on what I have now it will be \$2,600.

Q. Do you think it would meet the conditions generally in the service now if the superannuation system were reintroduced?—A. I would think so.

Q. You think it would?—A. Yes.

Q. Why?—A. Because the people in the service would feel there was something to work for and look forward to.

Q. Would they be willing to pay 7 per cent?—A. They would be willing to pay a reasonable abatement. I never dreamed of dropping out of the abatement during the whole time of contributing which was 35 years; although I knew at the time, and we all knew that there was an increase, a very large increase going to particular individuals, and added service so as to bring them up to the period at which they could be superannuated. Although we agitated in the early days to have a fund set aside for the widows and orphans we never could get it done; it became, at least superannuation became a political football and we suffered. The consequence was that, I might mention a very signal case where great hardship is done to the widow of a very brilliant official—

The CHAIRMAN: I do not think it is necessary to take up the time of the committee by going any further into that question.

By the Chairman:

Q. Have you anything further to say in connection with your branch of the Post Office Department which would assist the committee?—A. Well, there is one point I think I might ask you to let me touch upon, and that is the organization. I think the organization is wrong as it is now. I think an organization which throws all the details of carrying on the tremendous work of the post office service of Canada on one little man is wrong essentially and is a bad business, and I think we might take the organization of the Post Office Department in Washington as an example of what might be done here in the reorganization of our system, so that the Deputy of the Postmaster General and the Minister would deal with all matters of policy, and the heads of branches, as is the case in Washington, with matters of administration, and not go to the Deputy Minister at all, but that they should have access direct to the Minister. The Deputy Minister to-day is overwhelmed with questions of all kinds down to the purchase of a type-writing machine. As controller of Postal Stores I cannot order a typewriting machine without getting the Deputy Minister's authority, and the result of that is that these orders are delayed, they are overlooked and they are forgotten, and the service suffers, and so it is all along the line. The congestion of work in that office is sometimes appalling.

Q. Where?—A. In the Deputy Postmaster General's office. One Minister spoke to me one day about something he had been looking for and trying to find, and some important question hinging upon it, and he said, "Where can I find this thing?" I said, "There is just one place where it is and I need hardly say where that is," and I pointed to the deputy's office, and he said, "It is that wretched sepulchre where everything goes and never comes back." It is because the poor little man is overwhelmed with work. He gathers in everything from Vancouver to Halifax, and from the line north to Dawson. Everything must centre and must go through that particular spot.

Q. You believe a system of decentralization would be beneficial?—A. Decentralization, of course. Would anybody pretend to say that after the experience I have

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had as Controller of the Postal Stores that I am not competent to give an order? I have been there thirty-six years, and have had a clean sheet during that time. There has never been a breath of scandal in connection with my position. I have dealt with everybody and protected the minister and protected the friends of the Government, and have had to be a sort of acrobat and I cannot now buy a typewriter without going to the Deputy Minister, and when the scandals were on with the Printing Bureau, I was the only one who could show a clean sheet. The deputy said, "We are going to be inspected." And I said, "Go home and put your head down on the pillow and sleep, and have no hesitation. Do not be uneasy." He said, "We are going to be inspected," and I said, "That is just exactly what we want, we want to be investigated," and when they came to be investigated the Post Office was the only one which was clear, and I was the only one who had a historic—

The CHAIRMAN: We have not time to go into that.

WITNESS: There you are. I am just giving you the point of my experience. I do say that that is the record, and you have the means of finding out that what I am saying is true.

By the Chairman:

Q. The point you wish to make is decentralization of authority?—A. Yes, put it something on the basis of Washington. They have a territory as large as ours.

The committee adjourned.

WALTER TODD, Secretary,

OTTAWA, June 17, 1919.

Civil Service Inquiry Committee,

House of Commons, Ottawa.

DEAR MR. TODD,—When my evidence was yesterday broken off by the adjournment of the committee for luncheon, I had not quite completed what I had in mind to say relative to decrease in expenditure and increase in efficiency in connection with Postal Stores, which would have been generally something along the following lines,—

Before the division of the Postal Stores Branch, out of which the Purchasing Agent's Branch was created, January, 1918, the staff numbered 81, since which time the duties performed by the two branches have been decreased by a change in system whereby all mail bags for repair, instead of being sent into Ottawa for the purpose, are now despatched direct to the penitentiaries in different provinces, as a result of which at least four employees have been relieved of their regular work in connection therewith, notwithstanding which the staffs of the combined branches now number 95,—with four unfilled vacancies in the Postal Stores Branch.

Were the Purchasing Agent and his staff transferred to the Purchasing Board (to which they exclusively relate) and the duties in connection with stocking and distributing of all articles of Postal Stores restored as before the change to the Postal Stores Branch, where it properly belongs, it would conduce to increased efficiency, a reduced staff and less expense.

As a result of the division of the Postal Stores Branch, as above indicated, there are now two separate branches with two distinct heads (both class A men), and two office organizations where one would be sufficient and which amply sufficed for the previous 36½ years under the Controller of Postal Stores, and this has given rise to considerable duplication of work and to unnecessary new work also, which could be dispensed with were the change back again to the original office establishment, as above indicated, carried into effect.

Sincerely yours,

SIDNEY SMITH,

Controller of Postal Stores.

[Mr. Sidney Smith.]

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Statement *re* special leave and sick leave, with or without pay granted to the employees of the Postal Stores Branch during the calendar year 1918:—

A, 37½ days sick leave with pay; B, 18 days special leave with pay, 2 deaths in family; C, 4 days special leave with pay, death in family, 20 days sick leave with pay; D, 11½ days sick leave with pay; E, 23½ days sick leave with pay; F, 2 days special leave with pay, death in family; G, 2 days special leave with pay, death in family, 21 days sick leave with pay; H, 4½ days with pay, death in family, 4 days sick leave with pay; I, 8 days special leave with pay, death in family; J, 1 day special leave with pay; K, 33½ days sick leave with pay; K, 6 days special leave with pay (quarantined), 14½ days sick leave with pay; L, 6 days sick leave with pay; M, 6 days special leave with pay, death in family, 1 day sick leave with pay; N, 22½ days sick leave with pay; O, 7 days special leave with pay, 2 deaths in family, 9 days sick leave with pay; P, on military leave all year; Q, on military leave all year; R, absent on sick leave all year (paralysis); S, 3 days special leave with pay, death in family; T, 19 days sick leave with pay; U, 1½ days sick leave with pay; V, 2½ days special leave with pay (Red Cross work), 16½ days sick leave with pay; W, 1½ days special leave and 5 days sick leave both with pay; X, 1 day special leave, and 3½ days sick leave, both with pay; Y, 3 days sick leave with pay; Z, 27½ days sick leave with pay; AA, 2 days special leave (death in family), and 11½ days sick leave, both with pay; BB, 2 days special leave (death in family), and 4½ days sick leave, both with pay; CC, 309 days military leave and ½ day sick leave, both with pay; DD, 4 days sick leave with pay; EE, 5½ days sick leave with pay; FF, 5 days sick leave with pay; GG, 13 days sick leave with pay; HH, 18½ days sick leave with pay; II, 15 days sick leave with pay; JJ, 5½ days sick leave with pay; KK, ½ day sick leave with pay; LL, 31 days special leave without pay, 34½ days sick leave with pay; MM, 4 days sick leave without pay; NN, 18½ days sick leave with pay.

TUESDAY, June 17, 1919.

The committee met at two p.m., to-day, Mr. Steele in the Chair.

The CHAIRMAN: I have received the forms and documents which we asked Major Coristine to send from the Pensions Board.

Mr. F. G. ROBINSON, sworn:

By the Chairman:

Q. What position do you occupy?—A. Deputy Minister of Soldiers' Re-Establishment.

Q. How long have you occupied that position?—A. Since February 1st.

Q. This year?—A. Yes.

Q. What was your position prior to that?—A. I was director of the department and previous to that I was director of the Invalid Hospital Commission, and prior to that I was first assistant to the Director of the Military Hospitals Commission.

Q. And prior to that?—A. I was Assistant Manager of Sales for the West for the Canadian Fairbanks Morse Company.

Q. In Toronto?—A. Its head office is in Montreal but I was manager at Calgary, for Alberta, five years. Then I was transferred to Winnipeg as Assistant Manager of Sales for the West.

Q. That would give you some experience in organizing staffs?—A. Yes, we had a very large organization.

Q. About how many would be under your supervision?—A. In Alberta, I had a staff of about 125. When I was in Winnipeg I had supervision over a staff of about 500.

Q. How many of those would be office staff, all of them?—A. Oh, no.

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Q. How many of them would be office staff?—A. I could not say. I would not hazard a guess at that. It was the whole organization, the sales staff, the accountants staff, the purchasing staff, the store staff—the whole organization.

Q. When was the Department of Soldiers' Civil Re-establishment organized?—A. On February 18, 1918.

Q. You, then, are the first deputy?—A. No, the first deputy was Mr. S. A. Armstrong who was Director of the Military Hospitals Commission when I first came to the Commission. Then, when the Military Hospitals Commission became the Department of Soldiers' Civil Re-establishment, he was appointed Deputy Minister. I continued as his assistant, later being made Director. Mr. Armstrong has since gone to Detroit as Vice-President and Manager of the Underfeed Stoker Company of America.

Q. You have been with the Department since its organization?—A. Yes.

Q. Could you tell the Committee, Mr. Robinson, personally how the Department was organized?—A. I think the best way to do that is to submit one of these charts. That is the head office organization (pointing to chart). You will find next the unit organization. That gives the thing more clearly than I could.

Q. What do you mean by unit organization?—A. The district organization. There is the Head Office here and then the country is divided into units comparable to Military Districts.

Q. We are interested only in the Inside Service?—A. Perhaps it would be better for me to outline just the basis on which our staff stands. At the commencement of this work, the minister realizing that it was war work and that we could not anticipate how large a staff we should need, nor how long we should need it, established a principle that we would engage no staff under the permanent civil service as understood in the prescribed sense of the Civil Service Act; that all our employees were to be temporary employees, under section 23, I think it is, under the Civil Service Act. This scheme obviated the possibility of the Government being embarrassed with a huge permanent staff necessary to carry on war work when war work ceased. Every member of the staff that is engaged by us comes on the understanding that he or she may be dispensed with upon one month's notice and that engagement in this Department confers on him or her absolutely no privilege in the permanent Civil Service of Canada. Based upon that general principle we consulted with the Civil Service Commission and drew up two forms for the engagement of a staff, one covering the ordinary clerical staff and the other covering the technical staff. Our work is to a great extent technical. We require medical officers. We require technically trained officers for our vocational branch where retraining is carried on. We require technical officers in connection with our service respecting placement in employment, because, unless we have a technical staff, they will not be able to approach manufacturers and employers of labour so that they can get their ear and sympathy and so secure placement of the maximum number of returned men. That is the reason why such a large proportion of our staff is in the technical class. This form, 60, covers technical employees. Form 59, covers the ordinary clerical employees.

(Copies of the forms were handed to the Committee.)

The WITNESS: (*Continuing.*)

This procedure enables us to meet the peculiar circumstances that arise in connection with our work. We cannot foresee what is going to happen because our work depends not on inanimate things but on the human element entirely. It depends upon the number of ex-members of the forces who seek the benefits administered by this Department and nobody can foresee how many will seek them or when they will seek them. We therefore had to work out with the Civil Service Commission a system whereby we should be able to carry the necessary help quickly and within the meaning of the Civil Service Act. The scheme has worked out admirably. Just

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at the present time we have under discussion with the Civil Service Commission what is to be done with the temporary employees.

By the Chairman:

Q. Before you go on to that, will you tell the committee whether these employees were appointed by the Civil Service Commission?—A. All the employees at Ottawa have been appointed by the Civil Service Commission.

By Mr. Boys:

Q. I notice one rather important distinction (pointing to a chart)?—A. That has no bearing on the situation because that is the outside service.

Q. What has not?—A. Those forms.

Q. I notice paragraph "d" of Form 59, says: "That there is no returned soldier known to the undersigned to be qualified for this position or available for appointment thereto." I do not notice the same paragraph on Form 60, why is that?—A. I really cannot answer that question, because nearly all our employees are returned soldiers and it is our aim to appoint returned soldiers to every position we can. It may be that Form 60 has reference to technical qualifications. That may be the reason.

Q. You have not the same opportunities of appointing returned men to these positions as you have of appointing outsiders?—A. I would not say that, because most of our technical employees are returned soldiers.

Q. It might be harder to find qualified returned men to fill technical positions?—A. It is harder to find them, but we have found them, because dealing with returned soldiers, the duty of the Department being to deal with returned soldiers, we thought—and the Minister and all of us are of the opinion that a returned soldier can do the work very well, probably better than others, when he comes in personal contact with the returned men.

Q. Under the system you have adopted, you practically retain full control of the employees?—A. No, as far as the Inside Service is concerned, all appointments are made by the Civil Service Commission in the usual way.

Q. But they are all temporary?—A. They are all temporary employees.

Q. And you can dismiss them?—A. Oh, yes.

Q. That does not apply to the other departments as far as you know?—A. I have assumed we can discharge them if they are unsatisfactory. I may have overstepped the mark.

Q. No, I am not criticising. I appreciate what you have to say. At this stage you do not know whom you may require ultimately, and you do not wish the appointments to be permanent?—A. That is right.

Q. And the position you have taken does give you that control which is not possessed by other departments?—A. I have always taken it that I was exactly on the same footing as regards the service in Ottawa.

Q. They have temporary employees, but not so many, most of them are permanent?—A. Yes.

Q. And you make that distinction for the reason you have given?—A. Yes.

By the Chairman:

Q. Tell us how the department is organized for work in the different branches, and so on?—A. You do not think the submission of this chart would meet the case.

Q. Just a brief explanation?—A. At the head of the department there is a minister, whose function is responsibility as to policy. Then there is a deputy minister, whose function is responsibility for the carrying out of policy. There is an assistant deputy minister, whose function is the preparation of Orders in Council, general correspondence, and such duties as may be delegated to him from time to time by the deputy minister. The other administrative functions of the department

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fall into two general classes: the first class, functions with respect to direct contact with ex-members of the force under the care of the department; the second function with respect to administrative duties in bringing them into direct contact with ex-members of the force. In detail the first class of administrative officers are: a director of vocational training, whose function is the retraining of disabled ex-members of the forces, the formulation of policies regarding vocational retraining for submission to the minister, and if he approves of them, the carrying out of them in detail; the chief inspector, whose function is personal services to those undergoing medical treatment.

By Mr. Redman:

Q. Treatment of training?—A. Just treatment, in giving medical treatment.

By the Chairman:

Q. What sort of service?—A. I was just coming to that. These personal services consist of keeping records with respect to those on the strength of the department for treatment, making sure that they receive their correct pay and allowances, and that their dependents, if any, also receive the pay and allowances to which they are entitled promptly and correctly, to assist any men on the strength of the department in connection with personal difficulties that they may have, to see all patients undergoing medical treatment are as comfortable and well looked after as possible from a lay viewpoint. A director of medical services, whose function is the administration of all professional medical treatment which is being given to ex-members of the forces on the strength of the department.

Q. Who is the director?—A. There is no director at the present time.

Q. Who has been director?—A. Colonel F. McKelvey Bell, who recently resigned.

Q. He has a deputy director?—A. He had, yes.

Q. But the branch was organized with medical directors?—A. And unit medical directors. Of course, I am going outside of Ottawa. Then, a director of orthopaedic and surgical appliances branch, whose function is to supervise the manufacture and supply of all artificial limbs, orthopaedic and surgical appliances, prescribed by the medical officers of the department or the medical officers of the Department of Militia and Defence.

Q. Is that branch located in Ottawa?—A. No. It happens to be located in Toronto; he is part of the headquarters staff, but it is easier to manufacture in Toronto; therefore, as the Dominion Orthopaedic Hospital is there, we located our manufacture there, but he really is the head office official, and issues instructions throughout the whole organization. Then we have a director of the information and service branch, whose function is giving special services to physically fit demobilized members of the forces.

By Mr. Redman:

Q. How does that happen to come under your powers, under your jurisdiction?—A. By virtue of the Act creating the Department.

Q. I thought you told us that it was for the treatment for those who are ill and not for those seeking employment?—A. No, the Act creating the department charges it with the duty, I forget the exact wording, but it is to the effect that this Department shall be charged with all the responsibility in connection with the re-establishing in civil life of ex-members of the Expeditionary Force.

Q. What does that mean, employment for those physically fit?—A. I was just going on to that, but among the activities of the director is to place all ex-members of the force who wish it in touch with available opportunities for employment. This service also includes getting information of a specific nature to ex-members of the force as to the various benefits provided in their behalf by the Government, and who

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may be able in the first instance to take advantage of it. The branches whose functions are of an administrative nature in bringing them in direct contact with ex-members of the force are as follows:—The General Superintendent of the Enquiring Branch whose function is the preparation of plans for such premises as may be required by the department of a special technical nature, the inspection and maintenance of buildings. The Superintendent of Equipment and Supplies whose function is the control of the stores and equipment. The Chief Purchasing Agent, under whose supervision all articles required by the department are purchased, in accordance with the regulations of the War Purchasing Commission. The General Organizing Dietrician, whose function is to make effective the standard dietary system including the selection, care, and preparation of foodstuffs for the meals, and the serving of the same later. The Statistician whose function is collaboration of audit for the various heads of the Administration Branch of the Department. Does that answer your question?

Q. I think so, quite fully. Can you tell us now in what way the staff in the individual branches is organized so as to ensure the best work being done in the branch. I mean by the employees, the best daily work?—A. The same general plan of organization applies in all the various branches; there is a head, who is the Chief Clerk, and under this chief clerk or assistants there are various other clerks. The work is all planned out.

Q. What do these various other clerks do?—A. The chief clerk's specific duty is to perform and to make sure that all the other clerks are carrying on their work, and that they are performing in the best way the detailed duties that are assigned to each clerk.

Q. To see that they are all kept busy?—A. Very much so.

Q. That is the duty of these chief clerks?—A. Yes.

Q. Then you spoke of various other clerks, what functions have they in addition to supervising the work do they look after certain numbers of employees?—A. They look after all the employees in the branch.

Q. You spoke of the chief clerk being in charge of the branch?—A. Yes.

Q. And various other clerks under the chief clerk?—A. They are carrying on detailed duties.

Q. Under whose direction, that is what we want to know.—A. Take for instance the Purchasing Branch—

Q. Take another branch where the work is practically all clerical?—A. I thought it would cover it to better advantage in that branch than in anywhere else. In the Purchasing Branch there is a part assigned to the duty of auditing the requisitions that have been received.

Q. You do not quite catch my point, perhaps I have not made it clear?—A. I am sorry.

Q. The idea is to know what supervision there is over the individual employees to see that they are busy all the time, to see they are present in their place, that they are not idling, not neglecting their duty.

By Mr. Boys:

Q. And in addition to what the Chairman has mentioned to see that you have not more employees than you need. What we want to know is whether the supervision covers what the Chairman has referred to and also in reference to your satisfying yourself that the individual members of the staff are performing their duties?—A. I receive each month a return of the staff in every branch which is comparative, so that it contains from month to month the increase or decrease of the staff in the various branches. This is also presented to the head of each branch and care is taken to see that the staff are not being taken on that are not required or that are not properly employed. If any discrepancy should show itself in these figures, any increase that is unusual, it is immediately checked up and these chief clerks constantly supervise the work. We have time

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clocks and every employee other than the heads of the administrative branches have to punch the time clock for attendance in the morning, when going out to lunch, coming in from lunch, and going out in the evening, and if any are late they are docked at the end of the month. We have a regular industrial time clock system as to attendance.

By Mr. Boys:

Q. Did you have that system when you were with the Fairbanks-Morse people?—
A. Yes.

Q. You are of the opinion that it is a wise system?—A. Undoubtedly, where you have a large number of employees. We tried the attendance book system and it was no good.

By Mr. Charters:

Q. Why?—A. It is almost impossible to prevent the time book being beaten.

Q. How are they able to beat the book and not the clock?—A. Because there is a man standing who watches that they all go out at certain hours and come in at certain hours. There is a man detailed to watch this clock, to see that each person who comes in punches only once, and that each person who goes out punches only once. The record is inside the clock, and it cannot be erased, it cannot be changed.

Q. It cannot be changed by the puncher?—A. No.

By Mr. Boys:

Q. The protection is that he sees that no one person punches more than once.—
A. Right, that is the idea.

By Mr. Charters:

Q. Is it possible to punch the clock and then get out of the room?—A. No.

Q. No going to market?—A. Absolutely no.

Q. You say you dock them at the end of the month?—A. Yes, if they are late, unless they have a good explanation.

By Mr. Boys:

Q. After six times, is that it?—A. I do not think we have set any particular time; we deal with each case on its merits. An investigation is made.

By Mr. Redman:

Q. You have the right to dock for one offence.—A. We have the right to dock for any offence.

By the Chairman:

Q. In a branch where there may be fifty employees it will take some little time to punch the clock. Is that done before nine o'clock or after?—A. They must be in before nine o'clock. There is time.

By Mr. Charters:

Q. Have you docked any?—A. That I cannot answer, but I know the regulation exists, and it is carried out under the supervision of the Assistant Deputy Minister. I am quite sure that if there have been any discrepancies, they have been dealt with in accordance with the principles laid down.

By Mr. Boys:

Q. What are the hours?—A. From 9 to 5 with an hour and a quarter for lunch.

Q. How do these hours compare with the hours of the Fairbanks-Morse Company of Winnipeg and Calgary?—A. Identical.

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By the Chairman:

Q. You work longer hours than in other departments of the Civil Service?—A. It is absolutely necessary to get through our work. Our work must be done now, not six months from now, and we have to push all the time.

Q. Have you any difficulty in getting the employees to put in a little extra time?—A. No, generally the esprit in our organization is very good. They all realize that this is an emergent job, and all are quite willing to turn in and do what is necessary.

By Mr. Boys:

Q. How does the remuneration of stenographers in your department compare with the remuneration of the stenographers that you had with the Fairbanks-Morse people?—A. On the average lower.

Q. Lower in the department?—A. Lower here.

Q. Have you had any experience in Toronto?—A. Not for some years.

Q. I suppose it is a fact that remuneration out west is considerably higher than it is in Toronto?—A. I would not say that with regard to stenographic clerks.

Q. I may be wrong, but I think you are mistaken?—A. Of course our work often was of a technical nature and we had to have pretty good stenographers.

Q. May I revise my question and put it this way: Having in view the ability of the average stenographer employed by the Fairbanks-Morse people in Calgary and Winnipeg under your management, and the average ability of stenographers in the department, how do the salaries compare?—A. About the same.

Q. The hours are identical?—A. Yes.

Q. You are aware, of course, that there is a difference in the hours in the department from the 1st of June to the 1st of October?—A. Quite so, but we have never made them effective and there has never been any objection.

Q. Your hours throughout the year are from nine till five?—A. Right.

By Mr. Redman:

Q. How do you check the irregularity of the administrative heads in regard to lateness in attendance?—A. I am usually at the office before any of them, and I am usually there until all have left, and it very often happens that before my mail comes in the morning I will take the opportunity of getting a minute or two with the various administrative heads, and I find that as a general rule they are there.

Q. You have not had any trouble?—A. No.

By the Chairman:

Q. You believe in the power of example?—A. I certainly do. You cannot ask your staff to do what you are not prepared to do yourself.

By Mr. Redman:

Q. Nor can the administrative heads?—A. Quite so. That is why I think we have been able to get the work out of the staff. They have never murmured; they have been ever loyal.

By the Chairman:

Q. Supposing an employee is absent to-day; who takes note of that in the first place?—A. It is shown on the time clock if he or she does not punch in coming in or going out, and it is also taken note off by the chief clerk of the branch.

Q. Does that not take up a considerable part of the time?—A. No, because our absences are very few.

Q. Your branches are not organized by appointing a clerk for each set of ten or fifteen employees?—A. No.

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Q. We had evidence that one other department was organized in that way?—
A. No, the chief clerk has supervision of the whole work in this branch, and he is moving about all the time to see that the detail work is being carried on, and of course he has certain duties to perform himself which will take him around the office, so that he carries on both duties at the same time.

Q. Now, have you much difficulty in regard to punctuality or lack of punctuality?—A. Not since we put the time clocks in and definitely set down the regulations.

Q. And what about the attendance? Have you difficulty with the irregularity of attendance?—A. No, we have not.

Q. What are your regulations regarding that, to insure regular attendance? What are your methods?—A. Whenever any employee is absent without leave, he immediately comes before the head of the administrative branch and is called upon for an explanation. If an employee wants to get leave of absence other than sick leave he goes to the administrative head and asks it, and if there are special grounds for granting it, he grants it.

Q. Returning after he has been absent without leave, he is called on to give an explanation. What explanation would be considered acceptable?—A. Sickness, or some emergent trouble at home.

Q. In case of sickness does he bring a medical certificate?—A. Yes.

Q. If he is only absent one or two days?—A. I would not say that a medical certificate would be demanded for one or two days, unless the individual was consistently absent for one or two days periodically.

Q. You do not follow closely the regulations of the Civil Service Commission which permits an employee to be absent so many days without a medical certificate?—A. Yes, I would say that we would, because what I said—

Q. Do you find that abused?—A. No.

Q. How do you prevent it being abused?—A. The evidence of it is this: We have a total staff of 538.

By Mr. Redman:

Q. In Ottawa?—A. Yes.

Q. The total days absent during the fiscal year ending March 31, 1919, was four days. That includes both sickness and other leaves. Absent on sick leave, one gentleman eight days. Absent on leave of absence, 2.2 days.

Q. Is that all with pay?—A. Yes, that would be with pay.

By the Chairman:

Q. Can you calculate the average number of days absent?—A. The total number of days absent including sick and other leave—

By Mr. Redman:

Q. Outside of regular holidays?—A. Oh, yes; 2,175.

By the Chairman:

Q. Average four days?—A. Yes.

By Mr. Redman:

Q. Do you ever look up any business records to show what is considered a reasonable amount of absence in a big business concern for sickness and incidental leave?—A. No, I never have.

Q. You have never seen statistics?—A. I imagine they are available, but I have never gone into the question, because it never was a question that was a live issue.

By Mr. Boys:

Q. From your experience in this department and from your experience with the Fairbanks and Morse people would you think the absence you have just given regard-

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ing your department here would compare favourably with the average in Calgary and Winnipeg?—A. I would say yes.

Q. You think you would be safe in saying it would not be exceeded by more than one or two per cent anyway?—A. I would think so, it is about the same.

Q. Would you express an opinion as to this? Would you expect in any business or department—and when I say business I mean apart entirely from the Government service—A. Yes, a commercial business.

Q. Would you expect to find an average of over five per cent?—A. It depends upon the nature of the employment, and without going into it thoroughly I would not like to express an opinion until I have gone into the matter fully and secured comparative data.

Q. I want you to appreciate, and I am only asking you having reference to what you have said, namely the knowledge you have gained in your own branch, and also as manager in Calgary and Winnipeg of the Fairbanks-Morse Company, and basing it upon that I then give you a margin of over two days, from one point something average absence to five, the figure I am putting before you, do you think you would expect more than an absence of five days on sick leave?—A. No, not unless there was an epidemic or something.

By Mr. Charters:

Q. Taking your staff, are you getting as much work out of them as you did with your staff in Calgary, when you were manager of a private corporation?—A. No, I do not think so.

Q. Why not?—Because the nature of the work is different. It is more of a clerical nature, and sometimes you will find that those who are employed by the Government look upon their work as a task rather than as an accomplishment to be done during the day. They do not have the same ambition to go ahead as you find in a commercial organization, although we have tried to introduce that feeling amongst our staff by promoting those who proved themselves efficient, and I think it has a very salutary effect.

Q. Dealing with that question of promotion, how are those promotions made?—A. Those promotions are made by me on a recommendation of the heads of branches.

Q. Apart entirely from the Civil Service?—A. Yes, because they are all temporary employees.

Q. In other words, your employees know that those immediately supervising them are the ones that will promote them or leave them where they are?—A. They know that if they do not make good they have to get out.

Q. Have you found it necessary to dismiss any?—A. Some, but not very many.

By the Chairman:

Q. Back to that absence business again, before we close that up, the degree of absence is considerably less than it has been in some of the departments?—A. That is encouraging.

Q. I wonder if you can help us get at the cause, why sickness should be less in your department than in other departments and why the absence should be less, because that is what we are seeking for. Do your employees undergo any medical examination before going to work?—A. No, I know so little about the conditions existing in the other departments that I—

Q. Perhaps you can tell us the precautions you take against absence in any form?—A. The precautions that we take are first, we have a time clock, where there is an absolute record that cannot be questioned by the individual employee as to whether they have been present on a certain day or not, and secondly we have very close supervision of the employees during their daily duties. Third, any employee who is absent for any cause whatever is immediately called on the carpet.

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Q. By the Chief?—A. By the Chief Clerk or administrative head. If it is a case of persistence in absence it goes to the administrative head of the branch. If it is simply an isolated case, and the Chief Clerk is satisfied with the explanation given, it is allowed to go. Then there is an incentive in the department to each employee to apply himself assiduously to his duties because the employees know that if they do that they will get on. I think that is the greatest spur that exists, and I think it is the greatest guard you can have against a lackadaisical attention to the work, and staying off a day or not. If they are interested in their work and they know that if they are away to day that work will have to be held over, and somebody else will be kept back, they are not going to stay away, they are going to come and play the game with the rest of the staff.

By Mr. Boys:

Q. If you did not have the power yourself to promote or dismiss, do you believe you could secure the efficiency you speak of to-day?—A. No.

Q. You know you could not?—A. I know it.

Q. You know it not only from your experience in your department, but from your experience in a managing capacity in commercial life?—A. Absolutely. My staff in commercial life was absolutely under my control, and if you are in a responsible position you can hardly be expected to be responsible if you do not have sufficient power to carry out your responsibilities.

By the Chairman:

Q. It will depend a good deal on the alertness of the chiefs of branches?—A. Entirely so, but it goes on through your organization.

By Mr. Boys:

If the work is not being done, the chief can make his inquiry and rectify it?—A. Quite so. If you have an efficient organization at the top, you are going to have a more efficient organization at the bottom.

Q. Apart from that feature, the other improvement we have just discussed, the matter of control and dismissal applies?—A. Absolutely essential, I think.

By the Chairman:

Q. Have you any provision in your organization for the care of female employees especially?—A. No.

Q. No lady director?—A. No.

Q. No rest room?—A. No. We have found it difficult to get sufficient room in which to carry on our work, let alone providing a rest room, but we try as much as possible to eliminate any night work. We figure that if the staff do a good day's work, that is all that can be expected of them.

Q. Supposing an employee is not feeling very well in the middle of the forenoon and you had a room?—A. I agree with you absolutely, we ought to have it.

Q. You think it would be an advantage?—A. Yes, except that it must be very carefully supervised, so that it is not abused. I agree with you in the value of it, but offsetting that, there is a disadvantage which must be considered as to the possibility of its being abused.

Q. There could be an official directress perhaps?—A. Yes.

Q. You have a statistical branch. We are interested in getting a knowledge as to whether there is any overlapping between the various departments?—A. I can set your mind at rest upon that. Our statistical branch is practically a part of our accounting system. We handle our accounts under the Hollerith system, the basis of which is a punch, and it enables us to control our expenditures and know exactly where we stand each day.

Q. What does one of these machines cost?—A. If I remember correctly, the rental of the machine is something like \$1,200 a year. They are not sold.

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By Mr. Boys:

Q. For one machine?—A. \$1,200 a year, yes. But let me tell you what it will do. We got back from overseas between the 14th February and the 31st of March 275,000 questionnaire cards, giving information as to the class of employment that each man wanted to follow when he came back, where he wanted to go, what his previous occupation was, etc., etc. By using this Hollerith machine we were able to tabulate 6,000,000 items of information, distributed over twenty-two dispersal areas throughout Canada. By employing a staff of thirty clerks whose average salary was \$50 a month, the machine has paid for itself time and time again.

By the Chairman:

Q. Do they have these machines in the statistical bureau?—A. Yes.

Q. Why cannot that work be done there?—A. Our machine is primarily in connection with our accounting system. We have an average of from 25,000 to 30,000 men on our strength. They are coming on every day, and they are coming off every day. Their dependents also receive cheques. We have to keep count of them. If you tried to do that by ordinary clerical methods we would never know where we were at. I have the operating statement on the 10th of every following month on my desk. I know what it costs me to do business. I know how much we have paid out in allowances. I know how much has gone to the dependents and to the men themselves. In other words, I know each month what we have done. If you are running a business you should be able to know where your money is going, and you cannot possibly do that unless you have the Hollerith machine on a job like this.

Q. You say it is in connection with the accounting?—A. Absolutely. Our whole accounting system is based on the Hollerith system. I could not possibly have that work done outside the department, because our records would be scattered all over the place. You have to see that the records, that is the pay list and so forth, the vital records covering the expenditure of very large sums of money are kept.

By Mr. Charters:

Q. You say that you pay \$50 a month. Do you get people to work for that?—A. We take young girls, and the man who is in charge of the statistical branch trains them.

Q. There is no trouble about getting them?—A. Not for that work because it is purely mechanical work. They do not need a great deal of intelligence.

By the Chairman:

Q. I see that you have girls of 16 and 17 in your employ. I suppose if you were directly under the Civil Service Commission you could not employ girls of that age?—A. We have considered ourselves as directly under the Civil Service Commission.

Q. I thought that under the Civil Service Commission no one could be appointed under 18 years of age?—A. The Civil Service Commission has vised every appointment that has been made. Mind you, many of our employees were carried on into our organization from the Military Hospitals Commission which was operating before the Civil Service Commission came into being.

By Mr. Boys:

Q. I always understood that the commission did not permit you to employ any one under eighteen?—A. These may be legacies from the Military Hospitals Commission.

Q. There may be special reasons?—A. Yes.

By the Chairman:

Q. A girl of 16 or 17 can operate one of these machines very expertly?—A. Quite.

Q. Particularly if she is a piano player?—A. Exactly.

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Q. You have a purchasing branch? A Bill is going through the House to organize a purchasing commission?—A. If our relations with the new Purchasing Commission are what they were with the old War Purchasing Commission, everything will be quite satisfactory.

Q. How will it affect your staff in the matter of purchasing?—A. It won't reduce our staff or purchasing cost at all, because we believe, and the War Purchasing Commission have never told us otherwise, that we are purchasing to the best advantage at the present time. We have always worked under the War Purchasing Commission ever since it was an organization.

Q. Do you make your own purchases?—A. No.

Q. What is your method?—A. A great proportion of the material we require is of a technical nature, machinery for the equipment of hospitals where men are being treated, medical equipment, surgical equipment, special varieties of plumbing in connection with the equipment of hospitals and so on. We also purchase very large quantities of food supplies. The arrangement that we made with the War Purchasing Commission was that we would call for tenders. We would send them copies of our request that we send out asking for tenders. They would indicate to us any firms that we should add to our list, or if any firms we were asking to tender were not responsible, they would let us know. I do not think they ever proposed to cut anything. The tenders were received in a sealed envelope and were opened in the presence of a representative of the War Purchasing Commission and scheduled. Then our Chief Purchasing Agent together with the head of the administrative branch who required the technical material outside would then consider what was the best value. The recommendation was then sent over to the War Purchasing Commission so that they might vise it and question the judgment if they saw fit. They have questioned some, but usually the original judgment of our business has been upheld.

By Mr. Boys:

Q. Is that right of vise a courtesy or a regulation?—A. A regulation.

By the Chairman:

Q. Why should you keep up a purchasing staff when a purchasing staff already exists?—A. The clerical work that must be done in connection with the purchasing has to be done somewhere and it is just as economical to do it in our office as to do it across the street in the office of the War Purchasing Commission. The possibility of purchasing everything, and eliminating through one central office, the actual placing of the orders there, and carrying on the whole machinery of purchasing in one office for all Government departments seems to me an unwieldy and impossible proposition. What I say is this though; the War Purchasing Commission has been of great assistance to us when we have been placing large contracts, because they would combine our requirements of staple articles with the requirements of staple articles of other departments and buy in large quantities. And then having made a contract for all Government departments, our purchasing department can draw on that contract just as they require the goods. But the advantage has accrued to the Government in that the whole requirements of the Government are lumped into one contract, and therefore a lower price was probably secured, but the placing of the individual requirements of the various departments must be done by the various departments, because they do not know when they are going to require these articles. A contract might be made up, and you might require a certain quantity of flour. I cannot tell how many patients we are going to have in a hospital a month or six months before the goods are needed.

By Mr. Boys:

Q. If there was a central purchasing commission, you could requisition that commission for what you want?—A. Quite so, but somebody would have to requisition.

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Q. I gather that you have a lot of things to purchase, and to do so properly you think that the men who have the actual knowledge of what you require should have it in hand because they could do it as quickly and just as economically as through a central commission?—A. Quite so. I say, nevertheless, that the War Purchasing Commission has served a most useful purpose in connection with the purchase of staple articles required by all departments, but when it comes to the purchasing of special articles it would not be handled so satisfactorily. The way it has been handled has saved money to the country—and has not held us back in the work. They have been exceedingly co-operative with us.

By the Chairman:

Q. If you did not consult the War Commission at all would you require to enlarge your staff?—A. No.

By Mr. Boys:

Q. It is done as a check on the prices and on the standing of the various firms?—Yes, principally for the purpose of lumping together the requirements of the various government departments for staple articles.

Q. The idea being that in buying in quantities you get the goods much cheaper?—A. Quite so.

By the Chairman:

Q. You have an engineering branch?—A. Yes.

Q. Several other departments have engineering branches. Is there any overlapping so far as you know?—A. No, and I will tell you why. We have had to meet most unusual conditions. We are dealing with a problem that has never been dealt with in the world before, in the comprehensive way it is being dealt with in this country. We have had to develop a great deal in the way of hospital construction that never was conceived before. The development of this requires specialized investigation, a specialized knowledge and close association with those who are going to carry on the professional or technical services in the buildings which are going to be provided. Take for instance the treatment of tuberculosis. We have received a great many favourable comments on the cheapness of our construction and notability and admirableness of the design. Then again in connection with our vocational retraining work we have to equip shops. We have to lay them out. Therefore, special technical knowledge is required, not only regarding the requirements of an ordinary machine shop layout, but having special consideration of the fact that we are training disabled men. Our engineering branch is a very small part of the organization. They also look after the maintenance and upkeep of the hospitals and various vocational retraining schools and other premises that we have to operate in connection with the work of the Department.

By Mr. Boys:

Q. Standardized equipment and plant would not be suitable for your work?—A. No, not unless they are standardized as we have standardized them after experience and study.

Q. That would be special standards?—A. We have standardized them, as a matter of fact.

Q. I was referring to the public works?—A. They would not meet the case at all.

By the Chairman:

Q. In the Public Works Department in the past they have not been under the necessity of building hospitals and such institutions?—A. No.

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Q. It requires the employment of men specially fitted for that?—A. Perhaps I had better explain that to you—

By Mr. Boys:

Q. Were they built under the supervision of the Public Works Department?—A. I was going to explain that to you. On the 1st of January, 1917, we had on our strength and for treatment 1,250 men. On the 1st of July of the same year we had on our strength for treatment 12,500 men. That was the Military Hospitals Commission. It was necessary that an intensive comprehensive scheme be worked out for providing accommodation for that tremendous increase in patients. That was the time that the Engineering Branch of the Department was originally got together, because the Public Works Department had had no experience in this specialized kind of construction. We provided the beds, and we supplied them at a much lower cost than similar and even inferior beds were built for in the United States, within a very few months. When the department came into being in 1918 this work, which had then got over the hectic stage, was all transferred to the Department of Public Works, and all our records and plans and everything else were turned over to them and were then retained as an assistance to the Public Works Department, and to carry on our continuity of policy, the nucleus of an engineering branch, but it was very, very much smaller and could not be compared in expense with the engineering branch that we had when we originally started the work. That is the history of our engineering branch.

By Mr. Boys:

Q. Was there not some change about last October?—A. That is the change to which I refer.

Q. Is Mr. Bird with you?—A. No, never.

Q. Whom is he with?—A. He is with the Public Works Department, but what his duties are I do not know.

By the Chairman:

Q. This is a statement of your branch as at present constituted? This is dated April 1?—A. Yes, that is it approximately.

Q. Regarding your medical director's branch, how many medical men have you on your staff?—A. Here in Ottawa?

Q. Yes, when the positions were all filled?—A. You only want the professional men, not the clerks?

Q. No.—A. Seven.

Q. Their salaries vary considerably. Have you difficulties in getting men at these salaries specified in this statement?—A. I would not say that there is a constant demand from the medical service for increased salaries, but I think the condition is general throughout Canada, on account of so many men being still overseas.

Q. Have you had any special dissatisfaction amongst the medical men of the branch as to their salaries?—A. No, not to my knowledge.

Q. Would that matter come before you—that any men were dissatisfied with their salaries?—A. Yes, if they were in subordinate positions.

Q. For instance, if a director were dissatisfied with his salary would he come to you?—A. He might come to me.

Q. He might not?—A. If he chose to do otherwise he might do it. He might go to the Minister directly if he wished to.

Q. The deputy director was drawing \$375 a month. Was that salary quite satisfactory to him?—A. I have never heard him complain of it. It was never brought to my attention that he was not satisfied with it.

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Q. What experience had he in such work as that? He had military service to his credit in France?—A. As a matter of fact I am not in a position to give you very much details regarding the professional qualifications of those in our medical service, and that matter was always left entirely to the director of medical service to pass upon the professional qualifications of the men in his branch.

Q. You have a number of married women employed and one whose husband is living?—A. Yes, and she is a most valuable employee. She earns her salary every month. She is a specially trained woman. She has been with us for a long time.

Q. Was she in the Service before marriage?—A. I do not know that she was in the Government service, but I know that she had been a stenographer for many years, a secretary, and that is what she is. She is secretary to the Director of Vocational Training, and she has a full knowledge of all his work, and has had that ever since his work was started. She is a most capable employee.

Witness discharged.

Committee adjourned.

WEDNESDAY, June 18, 1919.

The Committee met at 2 o'clock p.m., Mr. Steele in the chair.

The CHAIRMAN: I have a statement forwarded by Mr. Sydney Smith, of the Post Office Department, in response to our request, when he appeared before us on Friday.

Mr. JOSEPH CHARLES O'CONNOR, sworn.

By the Chairman:

Q. What is your official position in the association?—A. President of the Civil Service Association, of Ottawa.

Q. What parts of the Civil Service does it include?—A. It includes civil servants at Ottawa, but not those who are employed specifically to look after the city or district of Ottawa. The local Post Office staff, local weights and measures, and so on are not eligible, but all others are.

Q. How long have you been president of the association?—A. Since last November.

Q. Were you engaged with the association before?—A. Yes, I was a member of the executive and an officer—about eight years all told.

Q. When was this association organized?—A. The exact date I cannot say, but I can tell you the circumstances. It was about 1907, when the Courtney Commission was investigating. That investigation subsequently led to the Civil Service Act of 1908, by which the Civil Service Commission was formed. At that time, it was felt that representations should be made by civil servants with regard to conditions as they understood them in the service, and they prepared a memorial and they presented it to the Courtney Commission.

Q. Could you make a statement as to the present intentions of the association?—A. The object of the association (reading) "shall be to promote the common interests of the civil servants employed by the Government of Canada." As we understand it, there is no difference between the interests of the civil servants and the Government. They are identical, although looked at from different points of view, of course.

Q. What position do you occupy in the service?—A. Accountant's Branch, Post Office Department, assistant in charge of postal notes.

Q. We called to have a representative of the association with us to-day. This committee believe that our function is to assist the Civil Service in securing efficiency in every way. We understand that it is to the interest of the service that the greatest efficiency should be maintained. We should be glad to have from you any statement which you desire to make in connection with any phases of Civil Service operation which

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you feel disposed to make.—A. I may say that I have no formal statement to make. The notice was so short. I expected to have twenty-four hours also to collect some of our papers and to place them possibly before the committee. Perhaps later I may be able to do so, and then if you would like me to make any statement on some of our official papers, I shall be glad to do so. We have a stated idea of Civil Service efficiency, and of the means by which it should be reached. On two or three occasions, notably the memorial presented to the Courtney Commission to which I have referred and, later on, a general statement presented in 1912 in the form of a memorial to Sir Robert Borden. Then when the various amendments to the Civil Service Act were being considered we presented our views from time to time.

Q. What the Committee is most interested in is what your views are?—A. One thing which has been on our programme since the beginning is the recommendation of a proper scheme of superannuation. We believe that it is necessary to the efficiency of the Service.

Q. Would you mind speaking on your views as to what the efficiency of the Service is and we will get the remedies afterwards?—A. Our view with regard to efficiency is that a Civil Servant should be as efficient as any person employed in a like position in commercial life. It is a little difficult to state that standard but we believe that the standard can be set and maintained under proper rules. The difficulty is in the control of employees, in the control of employment problems.

Q. Before you go on with that, we must assume then that you think the efficiency is not maintained to that standard?—A. I would not say as to whether it is or is not maintained to that standard or if the efficiency is as great as it can be. I do not think it is as great as it can be, but I am not prepared to make a comparison with outside companies.

By Mr. Long:

Q. You differentiate between the efficiency of the Service and the qualifications of the servants. So far as qualifications individually are concerned they are perhaps just as high as in any commercial activity?—A. No, I was not dealing with it from that point of view. From the point of view as to whether for the money expended and the people employed the Government was getting the same results as would be got by business firms I am not prepared to say. But I am prepared to say that the efficiency is not so great as it might be.

By Mr. Charters:

Q. What is the cause?—A. Partly lack of control of employment problems, partly lack of superannuation which has in its train a whole lot of evils.

By Mr. Redman:

Q. What do you mean by control of employment?—A. By control of employment I understand that the person doing the employing will get that for which they pay, that when they have a certain position they want certain qualifications, a certain type of person and that they will get the person of that type, and if the person is unable to fulfil those qualifications that he will be given another position or released from duty.

Q. Do the Civil Service Commission not do that?—A. That is their duty. But it is a pretty big duty and I doubt if they have been able to do it.

Q. You think possibly the deputy heads could do it more efficiently?—A. I would not say that. But the deputy heads with the Commission might do it more efficiently.

Q. How would you carry it out?—A. Classification properly carried out would have a great effect. A proper system of examinations would assist. Our examinations at the present time are largely academic. You have the same examinations for say, postmaster as you have for a mail clerk, or as you have for an accountant.

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By Mr. Charters:

Q. Are you getting a better class of employees since the Civil Service Commission has had charge of appointments than you had before?—A. I would hardly say that. In some cases, yes. In some cases, no. They are in a great many cases younger. They have not the experience. And the conditions since the Civil Service Act are such that the salary has amounted to a steadily decreasing salary. Consequently they could not expect to get men as efficient in 1918 as in 1908.

By the Chairman:

Q. Suppose we continue along the lines we started with, of efficiency or inefficiency. You started to state the cause of inefficiency. Will you continue?—A. One of the difficulties is the absence of definite lines of authority in the department. That is to say the deputy has general charge of the department. Certain of his duties are delegated to certain chief clerks and they delegate certain of their duties and so down the line. Therefore they are not well defined. They change from time to time. They vary in different departments. Consequently the control varies in different departments and what is considered quite out of reason in one department would be winked at in another and even encouraged.

Q. How does that affect the efficiency of the Service?—A. It naturally affects the efficiency of the employees. Where the deputy has greater control of his subordinates, of the employees who actually do the work, he has greater efficiency naturally. I have referred to the different methods. The methods are not uniform.

By Mr. Redman:

Q. Where a deputy has greater control in some departments, greater efficiency results?—A. Yes.

Q. Would you extend your idea of control by the deputy to the point where the deputy would have the right, the same as any head of a business firm, to discharge employees if unsatisfactory?—A. No.

Q. Why not?—A. Because a deputy is not responsible, as the head of a business firm is, to the people whose money he is expending. He is responsible under certain laws and rules. He has not the same power.

Q. I am presuming we would change the laws and rules and give him the same power as a business head. Would you have the same condition?—A. No, because you have about forty different heads and forty different ideas in each department.

Q. So long as you have efficiency in each department?—A. I don't think there are forty ideas of efficiency which are all perfect.

Q. There are forty businesses which are all efficient.—A. On very different lines. They are not equally efficient.

Q. They are all efficient enough to carry on.—A. To carry on, yes. But the efficiency should be of a certain standard. They put it at 85 per cent. All those forty businesses would not reach that standard.

Q. Eighty-five per cent of what?—A. They take a measuring-stick. They take a very good man. Seventy per cent of what a good man will be will not do. A man who passes 80 per cent will be satisfactory. Ninety per cent will be away above the average. About 85 per cent is considered a very good mark in efficiency.

By the Chairman:

Q. Will you go on now with the other causes of inefficiency?—A. The question of employment control comes down to this: That in a business the rules can be changed very quickly if they find a certain method is not satisfactory. They can change them offhand or over a week-end. But the rules with regard to the Civil Service must be

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laid down sometime in advance and must be adhered to and if they are not working satisfactorily it takes some time to remedy them, the result being that abuses which creep in take a long time to correct. They are not noticeable at first and, gradually growing, naturally become more frequent. It takes that to bring them to the attention of the authorities.

Q. Do you believe that that has resulted, up to the present, in reducing the efficiency of the Service?—A. Oh yes, I believe that. As to whether the Service is more efficient now than it was ten years ago I am not prepared to say. Parts of it are certainly more efficient. Parts of it may be less efficient.

Q. Are there any other causes?—A. I don't think of anything just now.

By Mr. Redman:

Q. You stated that the fact that there are rules which prevail constantly, which cannot be broken, works against efficiency. Supposing we put it on a business basis and empowered the Civil Service Commission or the deputy heads to change these rules, would it eliminate that cause?—A. That would help greatly—if you gave greater power to the commission, in consultation with the deputy heads, to change the rules, I believe that when they find any rules not working properly they should be in a position to change that rule quickly and remedy the state of affairs they find to exist.

By the Chairman:

Q. Would you elaborate your statement by some cases and say how the authority of the heads of the branches is interfered with by such rules? In the Civil Service the efficiency in a branch must be largely under the control of the head of the branch?—A. Yes.

Q. Wherein is he restrained by these rules from securing that efficiency?—A. That is very simple. He has for instance an inefficient employee. He warns the employee, cautions the employee, and after several times decides that the case must be taken to higher authority. It is then taken to higher authority and there is nothing to do. There is none to punish the employee or to get rid of him.

Q. It means that he has no power to get rid of an inefficient employee?—A. Yes, and after a while, that is naturally noticed by the other employees and has a bad effect on them. They think rules can be broken if not with impunity at least with a very slight rebuke.

Q. What about the over-manning of the departments. Can you tell us anything about that? Where there is inefficiency, there necessarily will be over-manning.—A. I think that is a very difficult thing to get at, but it is not so much a question of classification as it is of organization. If you have a proper organization, the over-manning will hardly be possible because certain work will require two, three or five people. They will be employed. They will be under proper authority and they will do their work properly. Where the organization is not good, where the work changes or increases and the organization is not changed to suit the circumstances, the easiest way is possibly to add one or two or three employees and let the work drift along. Then here, in Ottawa, one of the most glaring things we have to destroy efficiency is the fact that departments are spread all over the city. For instance, if a department feels that it needs a larger building it sends one branch to a certain other part of the city. Then another branch from another department possibly is sent out to this building. Thus we have departments spread here and there all over the city and we have letters written and messengers running backward and forward where matters might be settled by word of mouth.

Q. Have you any statement as to the number of buildings occupied by departments?—A. No, I have no statement, no specific figures prepared.

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By Mr. Charters:

Q. Do you know how many buildings are occupied by the Interior Department?
—A. I have heard the number at from twelve to fifteen, I could not say.

By the Chairman:

Q. Are there any other conditions you can tell us about? What about the absence of employees—A. I notice that matter has been gone into a little but the difficulty has been of course that this was an exceptional year.

Q. From your own experience do you feel free to say anything about it?—A. I feel quite free to say that on occasions some employees take advantage of the leave of absence, but I am quite sure that it is not general, that there are perhaps employees who don't take advantage of their full leave and don't attempt to take any sick leave at all.

By Mr. Redman:

Q. Have you ever gone into the statistics sufficiently to come to a conclusion as to what would be a reasonable number of days of absence?—A. No, I have not.

Q. Have you any idea at all?—A. No, I would not attempt to say except I remember one instance when, during last winter, Mr. Lyle and I were in Chicago we looked into efficiency records there. We talked with the Superintendent of Efficiency of the West Park Board who told us that one days' leave in each month was allowed for illness and other causes above the annual leave. That would be considered reasonable. He said there were certain members of the staff who always managed to get in that one day a month. There were others who would not think of it.

By the Chairman:

Q. You are in the Postal Note Division?—A. Yes.

The CHAIRMAN: In the statement we have as to leave of absence last year among their 58 employees in the branch they averaged 41 days absence over and above the regular holidays. Can you tell us if the epidemic last fall was specially felt in that branch?—A. In my own staff, comprising a little more than 20, for weeks we had only half the staff there. They were either ill with the flu or at home because there was flu in the house. There was notice sent around that people who had influenza in the house were not supposed to come to the office.

By Mr. Charters:

Q. Did you put on extra people to take their places?—A. No, our work is such that we can catch it up later on.

By the Chairman:

Q. I find that in that branch every employee was absent from one cause or another.—A. Yes, that includes myself.

Q. We find also in the statement that the male employees in the branch averaged 12.7 days over and above the annual leave?—A. That is just one of those things that go to show that statistics taken for a single year don't indicate the actual condition of affairs. Mr. Fortier who is in charge of that branch, had not taken any annual leave for three years and he took six weeks last winter.

Q. I notice that the females averaged 43.6?—A. It is very high. I think it is too high.

Q. Have you any general explanation to give why the females were absent more than the males?—A. No, the matter does not go through my hands.

By Mr. Redman:

Q. Were any of them nursing cases?—A. I think a few were. I have in mind one or two who, I understand, were nursing.

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By the Chairman:

Q. While we have not made an inquiry regarding leave in 1917, regarding leave in this branch, we have made inquiry in some other cases. While it was less in 1917, still it was very great. Does your association discuss matters of that kind?—A. Not from that point of view.

Q. Would it not be made lower if your association took it up in this way that when employees are absent from the office it at once creates a feeling of dissatisfaction in the other employees unless they know that they are properly absent?—A. Yes.

Q. It tends to increase the amount of work that the other employees must do, and would it not be in the interests of other employees to reduce as much as possible this unnecessary absence?—A. Yes, certainly.

Q. For that reason would it not be a good subject for discussion by your association?—A. Yes, the point is whether it is better to discuss it in that form or in another form when we discuss efficiency.

By Mr. Redman:

Q. Sick leave is usually granted on doctors' certificates?—A. Yes.

Q. And you personally have faith in the doctors' certificates have you?—A. No, far from it.

Q. What do you say in reference to the appointment of a special medical board of three members employed constantly by the Government, somewhat similar to the military boards who pass upon the soldiers, from whom it would be necessary to get certificates as to the necessity for leave on account of illness? Would that remedy the situation at all?—A. I have advocated the employment of a doctor by the Civil Service Commission, and so do some other persons, but some of the civil servants advocate being allowed to get certificates from their own doctors.

Q. You cannot speak on behalf of the association, so I cannot ask you if it is agreeable to the association?—A. I cannot, because some members favour it, and some do not. Personally I favour the idea.

Q. Have you anything to say regarding the cause of inefficiency or management, if not we will take up the remedy?—A. No, I have not.

Q. What is your opinion with regard to the length of hours during which the service works. I notice it is a rather difficult subject for you, but if you care to express an opinion?—A. In the service at Ottawa?

Q. Generally, yes.—A. I think six hours are pretty generally considered to be the business hours for the service.

Q. What are they?—A. From nine till five with an hour and a half for lunch, and on Saturday from nine till one o'clock.

Q. That would be six and a half hours?—A. Yes.

Q. And on Saturday four hours?—A. Yes, and if a person works hard at clerical or office work for that length of time they will be quite tired enough. If they do not work hard that is another matter.

Q. What number of months on the average do you work from 9 to 4?—A. Well, June, July and August. This year I think it will be July to September, it depends upon when the House closes. We would work from 9 to 4 from the beginning of June to the end of September if the House were not sitting.

Q. I think five and a half hours is too short a working day, personally, and it is a great deal shorter than the hours in any ordinary business.—A. It is shorter than in some business, but I understand that there are some businesses that have very slack seasons, and while their employees may attend the office they are not very busy. Take lawyers' offices in the summer time, there is not very much done in July and August.

Q. However, you think these are reasonable hours?—A. Yes, I think so, they are reasonable hours; of course there are some who work longer hours than that.

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Q. Yes, I suppose there is a great deal of freedom in that respect?—A. I would not say that the majority of them work overtime, but a great many of the heads and chiefs have to keep longer hours.

Mr. Charters:

Q. How do you keep a record of the length of time the civil servants work?—A. They sign books morning, afternoon and night. In some cases they do not sign at noon and in some cases they have a time clock like in the Separation Allowance and Assigned Pay.

Q. What about yourself?—A. We have a book, and sign four times a day.

Q. Is there a practice of sliding off and doing a little business after signing the book?—A. Sometimes, with permission.

Q. Is that taken advantage of to any considerable extent?—A. Sometimes it is, yes. There are some people have to be checked up on that, I have checked them up myself, often.

Q. What do you say as to the general faithfulness of the civil servants?—A. That is a thing I cannot speak of generally. You see my knowledge of the service is more particularly of my own department, but with regard to the faithfulness in any other department it is pretty hard for me to state, I could not make any general statement as to that.

Q. But as to your own?—A. As to my own department with some exceptions they are pretty faithful.

Q. Has there been anybody dismissed from your office within five years?—A. I have recollections of dismissals from the department, but they are very few, there were no dismissals from our office.

By the Chairman:

Q. These absences, speaking from experience, are largely under control of the chief of the branch, are they not?—A. Oh no, not under the head of the branch; a great deal of that absence goes before the Deputy Minister and the Commission.

Q. But if a person is ill for a day or two does that have to go to the Deputy Minister?—A. If it is a day or two sick leave the head of the branch can pass on that.

Q. All the applications and excuses for leave are not sent to the deputy?—A. No.

Q. That is what I mean it is largely under the head of the branch?—A. Yes, but the average is not brought up by the few days' absences.

Q. I am not speaking of the average, but of absence of employees from their work?—A. Yes, but all special cases have to go to the Deputy Minister.

Q. What are your remedies, you spoke of superannuation?—A. Yes, I spoke of superannuation.

Q. How would that give us a remedy?—A. It would get rid of those who are willing under satisfactory conditions to be retired from the service because they are no longer efficient. Many of them will admit in their candid moments, at any rate, that they are not as efficient as they used to be, and look forward to superannuation, and in case where it is not available, they have very little to look forward to. It would improve conditions in this way; that a person who is ready for superannuation, occupying a position in an office, cannot be as efficient as one who is in the full vigour and use of their faculties, and consequently the tone of the office is liable to drop a bit, if the number of persons who should be superannuated is at all high. In some cases it may be high. I have heard of four or five in an office that they thought should be superannuated without any doubt, and there are others in which there might be some question.

Q. The greater number in an office that are ready for superannuation interferes that much more with the efficiency of the office?—A. Yes, and certainly if the Civil

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Service is to be a career, civil servants must look forward to the time when they can retire, in the hope that they will not be dependent upon their children or relatives, and that can only be arrived at by some scheme of superannuation.

By Mr. Redman:

Q. Would they be willing to contribute?—A. Yes.

Q. You are quite sure of that?—A. Yes.

Q. How much would possibly have to be contributed?—A. It depends on the benefits, on the salaries, and the age of retirement, but a fair superannuation scheme could be worked out for about between ten and twelve per cent of the annual salaries—it would cost that.

Q. You think you are quite right in stating that the great majority would be willing to make that reduction?—A. Of ten or twelve.

Q. Whatever reduction is required?—A. I think they think that if they made one-half direct contribution, it is a well-established principle that in the long run the service pays the whole amount of superannuation, and in some services it has been found to run as high as 30 per cent of the pay-roll. Of course that was unreasonable. That was in Great Britain. In other cases it runs as low as ten per cent.

Q. This was discussed by your association?—A. Yes, we have gone into it in detail.

Q. They are willing to contribute?—A. Yes, we have passed on it several times and one-half was considered a fair contribution.

Q. Was there much opposition?—A. Some opposition to contributing as much as that. Some people thought that two or three per cent of their salaries would be sufficient to carry a superannuation scheme, but that is not so. It would take a good deal more than that to carry their one-half.

By Mr. Charters:

Q. How do you justify that claim—I mean that people of the country should pay one-half of the amount? That money must come out of those who are earning their living in other callings?—A. No. As I said before, in the long run the Civil Service pays the whole amount of the superannuation.

Q. How do you mean?—A. That is spread over a term of years. The pay-roll is so much, and the superannuation account for a department or branch is so much; that is the cost of running that branch or department of the one is as properly chargeable against that department as the other.

By Mr. Redman:

Q. In the long run you mean the people pay it all?—A. I mean the employees pay it all. They earn it all. I mean that the employees pay it all by earning it. If they contribute half directly, they contribute the other half indirectly.

Q. I can prove the employers pay it all on the same basis?

By the Chairman:

Q. You mean if they were paid in cash value for their services, they would be paid a higher salary?—A. Yes.

Q. That opens up the question whether the salaries are adequate or not?—A. Well, inadequate salaries involve provision for old age, and that provision, no matter what it is, has to be provided in an adequate salary. If it is ten per cent, that ten per cent must be provided.

Q. But you would not claim that civil servants should have any advantages over other people who are working, who are taxed for this?—A. No, not at all.

Q. Your arguments would apply to all workers as well?—A. Yes.

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Q. But as a superannuation scheme for the Civil Service how can you justify the Government paying this money?—A. On business lines, that business firms, railroads, and large corporations, in increasing numbers in late years, have found it good business to provide superannuation funds, pension funds; in fact, in some cases contributing the whole amount, even wiping out existing funds where employees contributed part, and undertaking to contribute the whole amount. They found it good business, and I presume they have accurate knowledge of the conditions when they decided it was good business.

Q. An employee has come, through age, to be quite inefficient, perhaps drawing three thousand dollars?—A. Yes.

Q. The department hesitates to dismiss him because there is no superannuation. They keep him in their employment at the full salary, whereas if there were a superannuation scheme he could be dispensed with at a less cost, and an efficient employee perhaps take his place?—A. That is quite true.

By Mr. Redman:

Q. Is there not this further argument in favour of it, that in the service you have not a chance for a big position as you have in the outside world?—A. Yes.

Q. And that you must regard your whole life to be given at a certain fair salary?—A. Yes, and they have the right, consequently, to carry you over the balance of your life, and you have no chance to accumulate anything for those days, outside of the salaries?—A. Yes, that is quite true, because if a man is advanced in the service and given an increased salary he is expected to spend that salary and keep up his position, and consequently he cannot put the whole amount by to look after his old age.

By Mr. Charters:

Q. Take a man getting \$1,500 in the service, a superannuation system would require the country to bear half of his superannuation allowance. Another man is working outside at \$1,500, and he is supposed to provide for his family and old age as he goes along. Why should he be called upon to contribute towards the superannuation fund of the man in the service?—A. Well, it comes back to the old argument that he does not really contribute.

Q. I quite understand your point about that, but supposing you are arguing that way before an audience in Toronto, or any place else, of mechanics or working people, who are not provided for and cannot be provided for, what would be your attitude?—A. I would say that superannuation is an ideal to strive for, that in companies which are in a position to carry out ideal methods of employment, superannuation is put in effect, but the question arises as to whether or not the Government is in a position financially and otherwise to carry out ideal methods of employment, and that if they are in that position, the people of the country should be willing to pay the cost of proper methods of employment.

Q. You would not begin at the Civil Service unless you could establish a system of old age pensions and mothers' pensions, and so on. You would not call upon the people generally to contribute towards the pensions in the inside service unless the general system had been adopted?—A. I would not say that. I think the Government has to lead, and having to lead they should adopt this scheme for their own employees, as has been done by progressive public utilities and different firms.

By the Chairman:

Q. I think we are free to admit that if superannuation were put in force for the Civil Service on the lines suggested, it gives the civil servants an advantage which many other workers in the country do not possess. Should it not be the aim of every civil servant, with even that one advantage, to see that the efficiency is up to the very highest

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standard, and that includes regular attendance, faithful work, and all this sort of thing? The same civil servant will say to you, "Yes, we were absent, why should we not be, why shouldn't we have a few days off occasionally"? That is an advantage which a civil servant has that employees in many other offices do not have.—A. That is true.

Q. When you bulk all these advantages in the Civil Service, and then they add to these advantages demands for other things which workers in other spheres of life cannot get, it seems to the public generally that the civil servants are getting a great many advantages?—A. I think the public is to blame then, because they do not understand the service.

Q. I am afraid if they understood the conditions which have been revealed to us, the feeling would be very much more incensed than it is.—A. I do not know—

Q. Take an employee in an office in the city. He is there every day; if he misses a day his pay is docked, and he looks at these lists and sees the number of Civil Service absences 23 days, 63 days, 94 days, 78 days, and so on, without any deduction of pay in most cases, and he feels that he is being discriminated against, and that the Civil Service is receiving advantages which he is not receiving?—A. Perhaps if he will take the number of days' work and the total salary received, and how much it figures out for a day's pay, he would find that the Civil Service were not under such advantages.

Q. That might work out in some cases, but in many cases I think it would not. However, the reason I suggest that is that if the Civil Service as an organization were to be given a superannuation system and the benefits of that, it only adds another reason why they should give the country the very best service possible, because the country will be paying a considerable portion of that superannuation?—A. I always believe that the civil servants should give their best to the service, and the majority of them do.

Q. Would not that be a good question to press on the civil servants through your association? But it might not be popular?—A. But the efficiency could hardly be maintained by the employees themselves unless the conditions are better.

Q. You can improve the spirit of the members?—A. Yes, there is one way of doing it, by having the employees place their opinions before the employers directly and you can understand that in some respects the civil servants are in the position of being employers, the deputy heads and the administrative officers are in the position of being employers, and if they are not in close touch with the employees they lose the point of view of the employees.

Q. You mean a personnel committee should be appointed?—A. It is a matter we have not worked out very fully yet, but we have considered it to be a desirable thing and we expect to have it fully worked out very shortly.

Q. Speaking in a general way what is your idea upon that question?—A. The idea has been developed in this way that certain people who are working together, heads of branches and so forth should meet together and discuss their problems; one man finds that he has a certain problem and he has solved it; another man has another problem of a somewhat similar character and has not solved it, and by meeting together they will help solve the various problems that may arise. If in each branch certain people were to meet together and discuss their work and the various aspects of it and the different methods of doing things, it would tend towards greater efficiency.

Q. Is anything of that kind done under this system?—A. Not at all generally, there may be a few cases.

By Mr. Charters:

Q. That would make for better efficiency?—A. Undoubtedly. Those conferences would have no executive or administrative power but there would be complaints in certain branches in regard to certain conditions which would be brought up and settled there and would not be allowed to continue.

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By the Chairman:

Q. You spoke some time ago about dismissals, I think your association has some suggestions to make with regard to that?—A. We have a very definite suggestion to make with regard to dismissals. At present and, I think, it has always been so, the power to dismiss rests in the hands of the Governor in Council. In the proposed Bill at present before the House that power is retained in the Governor in Council. We see no objection to that, the Governor in Council certainly should have such power, and when he desires to exercise the power of dismissal while he could do it, there should be some means of reporting as to those who should be dismissed. For instance a person is insubordinate, inefficient, away from the office and generally undesirable in the service, the question is how will you improve these conditions? The very fact of having a dismissal clause will have the effect of bucking them up for their work. But no dismissal should be put in any board or any other authority with arbitrary powers to make such dismissal. That would not be fair to the employee. He should be allowed some kind of appeal. For instance, I am in charge of a staff and I might find some person disagreeable to me for personal reasons, not because of his failure to perform his duties, and so I call for his dismissal. There is no reason for the dismissal, there should be some definite charge preferred before that person is dismissed. It may be that I might not be able to entirely prove that I am right, the board may only partially approve of it and in that case there should be some penalty provided but not necessarily dismissal.

Q. How would you overcome that?—A. By having some regularly constituted board of higher officials. There is a very regular procedure provided in some of the classified services of the United States and they found it works there very satisfactorily.

Q. Then in whom would you have the authority to dismiss?—A. You can leave the final authority in the hands of the Governor in Council.

Q. Is that not cumbersome?—A. Yes, but the Governor in Council has power and does not use it. Supposing on the recommendation of the commission—the commission has power and authority all the time to make inquiries—and if they found that a person should be dismissed they make a report to the Governor in Council of the facts which are all before them.

By Mr. Redman:

Q. The Civil Service Commission has such power now, have they not, to make dismissals?—A. No, the power is vested in the Governor in Council.

By the Chairman:

Q. Supposing the deputy head of the department had power to dismiss, and the recognized heads of branches, all dismissals to be subject to appeal, a trial board, how would that work out in your opinion?—A. That would work out very well, there would have to be some details arranged. The better way to put it would be to give the deputy power to suspend and lay charges.

Q. That is a cumbersome method?—A. Otherwise you will have to have a trial anyway.

Q. There are many employees to be dismissed who would not need to appear before the trial board to sustain the dismissal?—A. That would work out in this way: charges are made against the employee which are sent to him 5 days before the trial is held. He answers those charges; he will be found guilty, and he has got an opportunity to resign and he will take it.

Q. Supposing an employee comes into a branch day after day idling and loafing and will not give the service he ought to give, he comes late, etc., and it appears to the head of the branch, and to all, that he is utterly useless, why should not the head of the branch have power to recommend his dismissal, and send it to the deputy, why should such an employee, there may not be many such, but if there are why should the

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preliminary of going through a trial have to be gone through?—A. Well, the trouble is you set up so many standards; who are you to consider the responsible head.

Q. The chief will be responsible?—A. The person in charge may be responsible, or the person in the branch, or the department, you will have to specify who is responsible.

Q. Of course we are assuming that the head of every branch is qualified to know whether any person is worth retaining on his staff or not, and he, ultimately, will have to be responsible for his recommendations?—A. Still one person at the head of a branch might give a very poor service and another head of a branch might give very good service.

By Mr. Charters:

Q. If you have the right to dispense with inefficient individuals in that way, would there not be a better chance for those who do earn their salaries to get the salaries which they do earn and which they do not receive, because of the inefficients?—A. Undoubtedly, that is our contention.

By Mr. Redman:

Q. Does your constitution provide for or consider the possibility of striking?—A. Our constitution?

Q. Yes?—A. No.

Q. I would like to have a copy of it, I think it would be proper to have it on file? There is no mention of that eventuality?—A. No.

Q. Do you think that the Civil Service should go on a sympathetic strike with organized labour?—A. That is a question I had better answer personally because it has not been taken up by our organization. Personally I think it is absolutely wrong.

Q. For what reason?—A. Well, a sympathetic strike to my mind is a breach of contract in the first place. I can imagine cases where a sympathetic strike may be necessary but as a general rule I think sympathetic strikes are very bad things, that they are inexpressably bad, and personally I do not believe in sympathetic strikes. So that I cannot conceive of a situation arising that would call for the civil servants going on a sympathetic strike.

Q. Do you believe that a situation might arise that would call upon your association going on strike for some grievance of your own?—A. It is quite a possibility but I have never thought of any situation that would call for it.

Q. Has it been discussed in your association formally?—A. Oh no, but informally. I have heard individuals speak of it but not formally, in meetings.

Q. Have you anything further, Mr. O'Connor, you wish to state to the committee?—A. I cannot think of anything at the moment.

• Witness discharged.

Mr. EDWARD LISLE, sworn:

By the Chairman:

Q. What is your official position in the association?—A. First Vice-President in the Civil Service Association.

Q. How long have you held that position?—A. This is the first year, just one year, and not a whole year at that.

Q. How long have you been an officer of the association?—A. I was secretary for one year, and previous to that I was treasurer, previous to that representative on the Executive for two or three years, I forget the exact time.

Q. And what is your position in the Civil Service?—A. My official position is 2-A clerk in the Naval Service Department, Stores Branch.

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Q. You have heard the evidence of Mr. O'Connor?—A. Yes.

Q. Have you anything additional to lay before the committee and if so what is it?—A. As Mr. O'Connor pointed out himself we have had very little notice and we have not had any opportunity to get much ready. But with regard to the efficiency, or lack of efficiency, there is no doubt in my mind that there is a lack of efficiency but, to what extent, I do not think any man is competent to say. Now the cause of that, to my mind, is simply due to human nature, and to no one thing only. There is a lack of opportunity, or rather there has been up to the present, both in the inside and outside service.

Q. Opportunity for what?—A. Opportunity for advancement.

Q. Promotion?—A. Promotion. The non-employment of strict business methods, such as any ordinary firms employ, for the entire service has resulted in employees abusing the privileges which, if they were not abused, would be only reasonable.

Q. On that point can you suggest some reason for the non-employment of business methods?—A. Simply because the Civil Service of Canada since Confederation has grown up by a process of evolution, improving all the time. Consequently in time you will have a good service.

Q. But it is 52 years since Confederation and why have not business methods been adopted since then?—A. Because there has been no central control; before 1908 there was no Civil Service Commission, each of the departments have administered their own affairs.

Q. To go back a little further, many businesses are run without a commission or the Civil Service and why have we not got good business methods?—A. I think simply because the people generally as employers are not interested, and the personal responsibility in the service is not so great as it is in outside business; that is, the head of the department, the administrative head has not the same personal responsibility that outsiders have. The general manager of a concern, I am speaking of the old conditions, has more direct personal responsibility than our administrative heads.

Q. Why have they the responsibility? It is the "why" of these things we want to get at?—A. It is rather a difficult thing to answer. It is simply that the interests of the public service are not the interests of private service. The head of a private service has to run the business in such a way as to make dividends; if he does not, the shareholders know there is something wrong and they inquire into the reason.

Q. Where is the difficulty?—A. The only way you can overcome that in the public service is by having some central control, and that must be in a very strong commission. That is the only way you can get it in the public service, which is the experience of all public services.

Q. Might there not be some reason for that in the class of men who have been appointed as deputies of the departments?—A. All I can answer in regard to that, is that it is a well-known fact that some deputies have not been wholly competent. It is a well-known fact that some deputies have been dismissed (I am not speaking altogether of the present; I am speaking of the last twenty or thirty years). Certain deputies have been dismissed, which proves there is a varied degree of efficiency; some deputies being very efficient and others have gone down to such a low level of efficiency as to warrant dismissal. This shows conclusively the varying degree of efficiency.

Q. Your present statement has not reference to the present deputies?—A. No, it would be impossible to make such a statement. For one thing I am not competent to judge. I have just touched very lightly on the causes of inefficiency. One further cause is the lack of a proper standard of examination for the appointment in the past. That has been one very great cause for inefficiency.

Q. I think I would not dwell very much on that?—A. And then the lack of proper method of retirement, including superannuation and a removal clause which Mr. O'Connor touched upon.

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For the purpose of getting rid of old inefficient?—A. Not only the old inefficient; the superannuation of the old and dismissal of the others. Those are among the main things. If I may I would like to read a proposed clause that we have to suggest for a trial board in the Act. The clause reads as follows:—

“No person holding an office or place classified and graded under the provisions of this Act shall be removed or discharged except for cause upon written charges and after an opportunity to be heard in his own defence. The hearing shall be public and the person so charged shall be entitled to call witnesses in his defence, and to be furnished with a copy of the charges and a list of the witnesses against him not less than five days previous to date of trial. No charges other than those furnished in writing shall be preferred against the person so charged in such hearing, and no charges shall be entertained against the person so charged unless they be made within ninety days after the violation or offence shall have been committed. Such charges may be filed by the head of any department of the service, and shall within thirty days after filing be heard, investigated and determined by the Commission or by some officer or board appointed by the Commission to hear, investigate and determine such charges. The finding and decision of the Commission or of such officers or board, when approved by the Commission, shall be certified to the Governor in Council and shall be forthwith enforced by such authority.

In addition to discharge or removal, it shall be competent for the Commission, where a light penalty only is deemed necessary, to direct the withholding or forfeiture of the pay of an accused employee, or cause the transfer of such employee. Where the charges are not sustained by the decision of the Commission, the person so charged shall be reinstated in his position and there shall be no deduction in his pay for time lost while under suspension.”

Nothing in this Act shall limit the power of the Deputy Head to suspend a subordinate for disciplinary purposes without pay for cause for a reasonable period not exceeding thirty days.

All cases of suspension, with the reasons therefor, shall be reported in writing by the Deputy Head to the Commission.

The Commission shall have authority to investigate such suspension, and in the case of its disapproval thereof, shall have power to order the restoration of pay to the employee suspended.

If that clause were incorporated in our Act it would certainly tend to increase the efficiency of the service, after all it is only British fair play. There have been in the past a number of civil servants of very high positions who have been dismissed summarily, without any reason whatsoever being given as to their dismissal. The case that you brought up, of a man who was totally incompetent—you described him very fully. Even such a man as you described has the right to be heard, when the worst criminal is given a trial.

By the Chairman:

Q. That is very different?—A. I grant you there is a difference, but even so, what assurance have we got that that man is incompetent? Just the say-so of his chief.

Q. The chief is responsible?—A. But what is his responsibility? What happens to him if he falsifies the evidence? Nothing. A man might be absolutely worthy, and the most villifying statement made against him, and nothing could be done.

Q. You cannot have a perfect man, but the civil servant who will not earn his pay deserves very little consideration in my opinion?—A. And he would get no consideration under the clause we propose.

Q. And in the interests of the other civil servants he should not receive any?—A. He would get no consideration at all.

[Mr. Edward Lisle.]

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Q. We know quite well what would be the procedure with a person recommended for dismissal. We would have a court in the Civil Service which would in time become a very important department and every person recommended for dismissal would be canvassing all his friends in the Civil Service, canvassing the Ministers and Deputies and his political friends to use their influence in his behalf, which would be intolerable?—A. I grant you, if that were the case. The idea is to keep this tribunal as non-judicial as possible; it is simply to bring out the true facts. We do not ask for counsel.

Q. I think the person dismissed should have his right of appeal and court to which he could appeal. I doubt the advantage of not permitting any dismissal except in the way you suggest?—A. We feel very strongly on that point and further that it would certainly tend to greater efficiency in the service.

Q. Remember you are dealing with human nature. A man or woman comes into an office feeling that if they do not live up to their standard of earning their salary they are apt to be dismissed. That is the greatest stimulus you can have for many people. The other method would lessen that stimulus?—A. You mean the method we propose?

Q. Yes?—A. I do not think so, and then not only that—

Q. We will not argue?—A. Furthermore, efficiency records go hand in hand with the trial clause.

Q. Then the efficiency records, do you do anything with that?—A. I do not know. Are you dealing only with past conditions under the present Act, or with conditions that might arise in the future under other legislation because I have in mind—

Q. We can scarcely estimate conditions of the future, it is the present and past conditions?—A. I have in mind an amendment to the Act proposing the repeal of subsection 5 of section 9 which reads something like this: "Nothing shall prejudice or affect the status or right of further increase of any civil servants," which means in short that a large number of civil servants who are now entitled to go to a certain maximum will be stopped at their present salaries should their present maximum be lower than the maximum of the new classes. This will cause a great deal of discontent.

Q. I do not know that we have any jurisdiction in that.—A. The one way in which you can have efficient service is to legislate for a contented one; that is the only possible way and this principle is recognized in every progressive industrial concern.

Q. Have you anything to offer for the consideration of the committee?—A. No, I think Mr. O'Connor has covered the ground fully.

Witness retired.

Miss M. TREMBLAY, SWORN.

By the Chairman:

Q. We will be very glad to hear you on matters relating to female employees in the Civil Service, if you have any suggestions to make or any remarks to offer with reference to conditions under which they work?—A. I would be willing to answer any questions to the best of my ability, but really I did not prepare anything, the notice was so short.

Q. Can you make any suggestions which would improve conditions among the female employees in the civil service?—A. I think the conditions, generally, that pertain to the comfort and convenience of the male servants also apply to the women. Of late years the conditions have been improved.

Q. They have been improved, but there is in some instances still room for improvement? There may be special conditions that may be improved such, for instance, as sanitary conditions?—A. In some offices there has been very great

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improvement in the last few years, but there is still room for improvement. Our association has taken the matter up and called attention to various things that required improvement and they have been attended to, but the improvement has not been as thorough or as general as it should be.

Q. What about the hours of service for female employees?—A. Well, I think I am at variance with my president in that respect; I think that the hours are too long; and from my experience for about ten years, when the hours were from 9.15 till 4.30 with an hour and a half for lunch they were sufficiently long for any one to work in an office. We work faithfully from 9 to 4 and we do not find it any great strain; but, really, it is hard to work steadily and faithfully during the present hours, I have found that when working during that period (9.15 to 4.30) I have been able to do the work without having to rub out or tear up a sheet of paper, until 4, then I began to make mistakes, and until 4.30 the work was not satisfactory.

Q. In what direction do you find the hours too long?—A. It is brain work and clerks cannot stand it.

Q. Supposing the female employees were allowed ten minutes or even five minutes in the middle of the forenoon and in the middle of the afternoon to relax, would that be of any benefit?—A. Oh, well; I think we can always do that; we are not under such strict control that if a woman (or a man for all that), felt tired she could recline in her chair or even go out and walk in the corridor for a few minutes.

Q. You have an advantage in that way that many employees in factories and offices do not have?—A. That may be; but is not that a case where the Government should see that the factories are better organized; if we have that privilege, I do not see why they should not have it also.

Q. What I asked you that question for was to ascertain whether you think it would be in the interests of the female employees to make such a provision?—A. It would certainly be in the interest of the employees to have an opportunity of relaxing in the forenoon and in the afternoon. But I think half past four should be the limit. I have observed that until four o'clock your work is perfect; and from four until half-past four you are not satisfied with it; and if you go on, you find that your work is no good.

Q. What puzzles me, and what puzzles many people, I think, is that under the conditions which seem to exist in the civil service, where the employees are not driven, except on occasion, why, the employees of the civil service with hours extending only from nine till five are so exhausted when you know that there are thousands of girls and women all over the country that are working later than that, and start earlier in the morning and are not exhausted. What is the condition in the Civil Service that produces that result?—A. Are they not exhausted, I think they are.

Q. We need not enter into an argument on that.—A. They may not be in the country, but in the cities you will find that the girls are exhausted.

Q. Just another question, can you give us any idea of what is the condition in the Civil Service?—A. These are my personal opinions. We have our ideals, though they are not even discussed; then there is the idea before you all the time that you have to be there, every day, at a certain hour, and to be there all the time, which is wearing. The conditions in the service are sometimes exasperating, I tell you, doctor, for women.

Q. Why?—A. Some women may be satisfied with the conditions; but there are others who think they are able to do better than the routine and that if a thing is not done the way it should be done for efficiency it should be improved. If they go to the chief, if I, for instance, would go to the head of the branch and suggest that if the work were done this way or that way, it would be better, I would be told, "You do as I tell you;" the letter, the law and the regulations lay down certain

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rules, and if I were to make a change in my work it would make trouble. The consequence is that the majority of women feel that they are treated like machines, which, sometimes, gets on their nerves. That is the way we are in the service, though, I think, it is a little better now, and that we are progressing.

Q. Are there any other conditions that you think exist that affect the efficiency of the employees?—A. For years those who were working in the Langevin Block noticed that the average of sickness among the employees in that building was more than it should be, and they blamed it on the conditions in the building; they decided to ask the department to change the conditions in the matter of ventilation, of getting better rooms for the women, and not pack forty or fifty in one room.

Q. Are those the present conditions?—A. No; and I think that since then the average has been lowered, and that there has been some improvement. But there may be other places where the same conditions still prevail.

Q. But you do not know?—A. No.

Q. Now do you think it would be of advantage to have one or more female employees who would spend their time in going among the women employees among the service?—A. Yes, I think it would; and I think that if a trained nurse were put in a position like that it would avoid a great many absences.

Q. What would she do that would produce that result?—A. She would be able to show to the female employees the advantages of taking proper care to avoid sickness.

Q. Would you recommend one nurse for all the female employees?—A. Well, I do not know, as to that.

Q. Or would it be of advantage to have one for each department?—A. I am not prepared to make any suggestions, I do not know what would be the scope of her ability. The reason I make this suggestion is that a great number of the girls are away from home; they have not a big salary, and they do not know the conditions, which of course, are very different from what they are in the country. They think they can live cheaply in the city, they take rooms at moderate prices and seek to board themselves; they take a little bit of breakfast in the morning, likely stay uptown at noon and take a light lunch, sometimes ice cream or something like that. They do not get nourishment enough; and they are not living under proper conditions with the result that they soon become exhausted.

Q. What would be your remedy for that?—A. I think if we had a nurse who would go very nicely about it and advise these girls, that the results would be very satisfactory. Supposing that in each branch there should be a woman to look after the female employees, a woman who would use her own judgment, not only to discipline the girls but who, if for instance a girl should want to go out during office hours shopping, or to a dentist, would be allowed to use her discretion and give such liberty, it would not be necessary for the girls to go to the chief for that. At present, a girl has to go to her chief and tell her story, which is humiliating; and she will try to skip out rather than do it. I think that there should be a woman to look after the women; a woman in charge of each room, who would look after the female employees in the way I have described should be satisfactory. As it is at present if a woman is put in charge of a room, she has no power; even if she sees two or three girls who are not working and 5 or 6 who are overworked she has no authority to distribute the work. No woman in the service likes to be under the necessity of going to the chief to tell her story every time she wants to get a temporary leave of absence for a short while. I think if a woman in charge of the room had more liberty and powers it would be a great deal better. A woman employee would take a good deal more from a woman than from a man—it does not humiliate her so much.

Q. Have you anything further regarding the female employees?—A. No, we push ahead, we progress all along the line. Women, have made their mark, and I hope they will be before very long treated on an equal footing with men.

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Q. Before you leave that subject what about the absences of female employees? I may state without pretending to be strictly accurate that I think the absence of female employees is at least double that of the male employees.—A. How is the average arrived at?

Q. By the statement we have here, they are double.—A. Now, would that be a fair average, if there were 40 women in the room, the majority of them only having a few days absence and one or two of them having perhaps six months?

Q. The average is struck by taking the number of employees in the branch who are absent?—A. If one is absent seven days, and I am only absent one day it is not fair to me to charge me with the average. I do not think the special cases should be taken in the average.

Q. It is the only way to reach the average; and the absence of the female employees is very large, much greater than that of the male employees?—A. In all the departments?

Q. I will not say in all the departments?—A. Take a department where there are two men and 30 women, the average might not be fair.

Q. About the absence of women, have you anything to say?—A. The law provides for two weeks leave of absence in the year, and they think they are entitled to that whether they are sick or not; and, I think, men also take their two weeks year in and year out.

Q. Do you think that the female employees are more apt to do that than the men?—A. I do not know, I have never studied the conditions, under which men work, but I have often heard the girls say "We need a rest, there is no question that we are tired, and we have that sick leave to fall back on."

Q. Do you think that all the females can claim the same pay for their work when they absent themselves much more readily than the men when working under the same conditions?—A. When I give a woman the same pay as a man, I shall expect the woman to do the same work, but she should not be discriminated against. There should be no discrimination of sex, or neglect of her, because she is a woman; and if she does not do the same work she should not claim the same pay.

Q. If you were to use your influence to get women more regular in their attendance it would be in the interests of the women themselves?—A. I think every woman tries, if I understand well, to do what is right.

Q. Have you any other statement that you wish to make?—A. No, but I will be glad to answer any further questions. I did not come prepared to offer statements.

Witness retired.

Committee adjourned.

THURSDAY, June 19, 1919.

The Committee met at two o'clock p.m., Mr. Steele in the Chair.

Mr. LANCASTER D. BURLING, sworn.

By the Chairman:

Q. You are an officer of the Civil Service Federation?—A. Yes.

Q. What is your office?—A. I am First Vice-President of the Civil Service Federation of Canada.

Q. How long have you been engaged with the organization as an officer?—A. As an officer since November, 1917. As an elected officer only since March, 1918. I was appointed Assistant Secretary before that by the executive.

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Q. Then you were elected Vice-President?—A. I was elected Vice-President with the largest proportion of representation voted in Canada. That was on April 17, 1919.

Q. What position do you occupy in the Civil Service?—A. Invertebrate Palaeontologist in the Department of Mines.

Q. How long have you been there?—A. Seven years.

By Mr. Redman:

Q. What are your duties?—A. The duties of an Invertebrate Paleontologist are the reporting and study of the fossils collected by the survey and also by myself. The reason is I collect them in much greater quantities than they do and therefore get a knowledge which I can apply to the rather meager conclusions which they make.

By the Chairman:

Q. The Civil Service Federation is an organization of what?—A. We embrace all civil servants inside and outside from coast to coast irrespective of anything—just so long as they are working for the Canadian Government. So far we have not taken in the employees of Government Railways, though.

Q. This committee is investigating conditions in the Civil Service and, as an officer of such a large federation, you may be able to assist the committee in its work. The committee is desirous of assisting the Civil Service in removing any abuses that may exist and, in every way possible, improving the conditions under which the Civil Service works, increasing efficiency and so on. We are concerned only with the inside service so that anything you have to say to the committee may apply only to the inside service. Have you prepared any statement to make to the committee?—A. Not knowing what the committee wanted I have not. I am perfectly willing to. In connection with that Mr. Grierson—

Q. As to yourself, have you prepared any statement?—A. No. Mr. Grierson hopes that you will allow me to submit his evidence in writing.

Q. We will deal with that before you are through. From your knowledge of the Civil Service, Mr. Burling, do you think that it is as efficient as it should be?—A. It is not as efficient as it should be.

Q. In what respect?—A. There are many reasons for the inefficiency in the Civil Service.

By Mr. Redman:

Q. We want you to describe the inefficiency first. The reasons for it you can give later.—A. The inefficiency in the Civil Service is largely due to a lack of esprit de corps. The lack of esprit de corps is due to several things.

Q. In what respect? What is the nature of the inefficiency that prevents the work from being right?—A. Perhaps they do the work right but they are not doing all they are capable of by a great deal. There is a serious over-manning in the service. To give an indication of what I mean by over-manning. Our civil service experts have stated that some branches are fifty per cent efficient. That means there is a fifty per cent over-manning and that half the number of men could do the same amount of work.

By the Chairman:

Q. Whom do you mean by the Civil Service experts?—A. I mean the experts engaged by the Civil Service Commission to classify the Civil Service.

Q. Have they stated that in writing?—A. I imagine they have not.

Q. Where did you get the statement to that effect?—A. I have been in consultation with them many times. It would be only fair to point out that that is only in certain branches. It does not apply to the entire service.

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Q. Then the statement you made as to what they said in regard to fifty per cent efficiency. Was the statement made in your presence and in the presence of others by these experts to whom you refer?—A. I think there were other persons present, yes.

Q. You were there anyway and heard it?—A. Yes.

Q. But there has been no report made to you by these experts indicating that, and the reason why, and the departments in which it exists?—A. No.

By Mr. Boys:

Q. As I understand it, the experts you refer to are one or more experts that you yourselves secured?—A. No. I am referring to the members of the firm of Arthur Young and Company who made the report on classification. They were retained by the Civil Service Commission. We had the services of Mr. J. L. Jacobs.

Q. You were not referring to him?—A. No.

Q. Has he reported to you?—A. If he has made a report to the association, I don't know of it.

By the Chairman:

Q. Proceeding with your statement regarding efficiency or inefficiency?—A. We have pointed out to the Government on several occasions that if there is dissatisfaction in the service there will be a slowing up of work on the part of civil servants. This dissatisfaction has spread in some parts of the service to the extent of a strike.

The CHAIRMAN: Thus creating inefficiency.

The WITNESS: No, my argument is that the strike in some ways is the best thing that can happen to us.

The CHAIRMAN: You might deal with inefficiency first, with over-manning.

The WITNESS (continuing): If you have inefficiency as a result of dissatisfaction it results in a slowing up of the work, which is more serious to the service than if the civil servants could stop work and go home for a day and then come back satisfied and go to work.

By the Chairman:

Q. Does dissatisfaction exist to such a degree as to create inefficiency?—A. I certainly think so.

By Mr. Redman:

Q. In all departments?—A. Some departments are not dissatisfied.

Q. Do you say that there are people working in the Civil Service who, on account of dissatisfaction are not giving a proper day's work?—A. Yes, involuntarily so. I do not mean that there is sabotage.

By Mr. Long:

Q. What are the causes of this so-called dissatisfaction?—A. Well, the postal clerks struck in July, 1918, for an increase in wages. It was given to them as a bonus of \$350, some more and some less. The bonus was not given to those of the Civil Service who did not strike. We waited until October 8, and then asked the Government to give the \$350 to the rest of the civil servants. The Government waited a month before answering and then gave one-half of that \$350 to part of the rest of the service. The people who did not get it naturally were dissatisfied.

Q. Did the Government give an answer that it was not giving a bonus to those who did not strike?—A. No, not that I know of.

By the Chairman:

Q. I suppose it would be one of the functions of a large organization like yours to endeavour to curtail dissatisfaction as much as possible?—A. Our main aim is to promote union in the Civil Service. We endeavour by the carrying on of negotiations with the Government to stop individual attempts at friction.

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Q. Your aim is to remove dissatisfaction?—A. Yes. If they know a central body is working to secure a bonus, or superannuation, or any one of the measures we are interested in, they naturally wait for us before they take any action.

Q. Along what lines were your efforts directed to remove dissatisfaction relating to the bonus?—A. We immediately prepared a memorial listing the employees who had not received it, and transmitted that to the Government. That immediately let everybody who had not received the bonus see that their case was being presented.

Q. That would not tend, however, to relieve the dissatisfaction of those parties?—A. If the request had been granted it would have relieved it.

Q. Let us go back to the beginning of your remarks. On what did you base your belief that they were entitled to the bonus?—A. The increase in the cost of living which had not been reflected in our salaries made it necessary that the civil servants should receive some help from the Government. We assumed that since the Government had established salaries in 1909, they had established them correctly and, as far as humanly possible, the salaries paid in the Civil Service were correct for the work done. Therefore, if part of the employees received the bonus, the rest should.

Q. Do you believe that all employees were prior to this receiving what they were entitled to?—A. No. I think the classification report is an attempt to draw that line, and the fact that it has introduced a considerable number of complications would show that the salary was not correct before.

Q. Do you believe that some servants had been receiving prior to this bonus quite sufficient?—A. Oh, yes.

Q. They, then, would not be entitled to a bonus?—A. Then the point comes in: if they were receiving sufficient in 1909 the doubled cost of living so operates that they have been receiving only half as much since 1909.

Q. But you admit that some servants may have been receiving sufficient. You don't claim that every civil servant was receiving such a salary as required a bonus on account of the high cost of living?—A. They did not require it to exist, but they deserve it.

Q. If they were receiving sufficient before, possibly they were receiving more than they might properly have been engaged at before. Then that would remove some of the reasons for the increase through the bonus?—A. If they were receiving much more, as they should, they would not need a bonus as much. But the increase in the cost of living was so great that it would be difficult to imagine there had been similar discrepancies in the salaries for similar work.

Q. What steps did you take to relieve dissatisfaction?—A. First we appealed for the common day labourers. They were specially prohibited from participation in the bonus. All men paid by the day or week were kept from the bonus, and as a result of our first memorial that was granted. As the result of our succeeding memorials we have secured concession after concession. Employees of two of the War Boards have been given bonuses. Employees appointed after April 1, 1918 have been given bonuses as a result of our representations. This has been confined, however, to the outside service and the inside service has received nothing. There are still thousands on the list of salaries below \$1,800 who have not received a bonus of any kind, and there are thousands above \$1,800 who have received nothing.

Q. What does your federation do to improve the esprit de corps of the service?—A. We take numerous ways of doing that. We take up a certain grievance. A feeling on their part that they have somebody working for them is worth a whole lot to the members of the Civil Service who are away from Ottawa.

By Mr. Redman:

Q. What is it worth to the Government?—A. If we had succeeded in getting the Government to grant our request and give a bonus to all civil servants, we believe that the service would have jumped right into harness and pulled hard during the war.

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Q. Did they not pull hard during the war?—A. They did not pull as hard as they would have done if they had been encouraged.

Q. Did they pull as hard as they should have, having regard to their duties and having regard to the interest of the country in war times?—A. I would have to say many did and many did not.

By Mr. Boys:

Q. I don't think we have had a Deputy Minister, Superintendent or Chief Clerk who had not intimidated the most loyal service—working after hours without complaint and overworked. You don't agree with that?—A. I see a serious inefficiency in the service which might be removed.

Q. I am dealing with your assertion as to the lack of esprit de corps. I am telling you that as far as I know I don't know of a single Deputy Minister, or Chief Clerk or Superintendent who has been called, who has not in the most emphatic manner spoken well of his staff, intimated to us that they are loyal, faithful, work hard and work after hours without complaint. Your assertion is in direct contradiction to that. It would be up to us to find out who is right?—A. I feel that, if conditions are as I believe them to be in the service, the fact that civil servants have been loyal is that much more to their credit.

Q. I am trying to ascertain whether the statements I referred to are accurate or whether the opinion I am getting from you regarding disloyalty or lack of esprit de corps is right?—A. I would not want to be understood as inferring that civil servants are disloyal. I qualified it by saying there are many.

Q. You say a lack of esprit de corps. We must at least assume that it is a prevailing condition or you would not say that?—A. It would not have to be a prevailing condition.

Q. To what extent would you qualify it. Would you suggest that there is ten per cent of the service the efficiency of which is affected by lack of esprit de corps?—A. If you would allow me to use the word involuntarily, as I used it before, I would say ten per cent, perhaps. It has an unconscious effect.

By the Chairman:

Q. How are you able to estimate that it is involuntary?—A. We have clearly a great many who are living on salaries not large enough for them to live on.

Q. You are theorizing?—A. We know conditions in the Civil Service pretty well.

By Mr. Boys:

Q. Do you feel that you know them better than the Deputy Ministers, the Chief Clerks and Superintendents?—A. I feel I shall be misinterpreted if I am interpreted as saying that the Civil Service is disloyal.

Q. Now I find you have come down to this—that there is a percentage of employees who are not loyal involuntarily. That is the position now. Do you go further than that?—A. Let me give just one illustration; it would be an involuntary case: In one of the branches in the city of Ottawa there is a group of employees drawing approximately \$1,000 apiece per year; that is so far from the amount they need to run the household that they have to take employment outside after office hours. The members of that group have furnished me with a statement of what they do after hours in order to bring their income up to the point necessary.

By Mr. Ross:

Q. Will you just state how many branches of the service you have these figures from; was it just one branch you took these figures from?—A. We only have these figures from one branch, which is a branch of rather technical trained men: it is the Railway Commission staff. Now, the employment which these men do outside office hours ranges from ushering in the Casino to running a greenhouse.

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Q. All men on this particular list to which you have referred?—A. Yes.

Q. Why have you not extended your investigations with respect to this subject into other departments?—A. We think that the condition is more or less general where the civil servants are on small salaries, are doing outside work.

By the Chairman:

Q. What you think or feel is not of value to the committee. We would prefer that you would quote us some actual information.—A. It seems to me that an officer of the association who is receiving letters by the hundreds from people in our service all over the country telling of the conditions under which they are working would have a certain idea of the conditions in the Civil Service.

Q. If you can show us that evidence it will be of value possibly.

By Mr. Boys:

Q. What you are working for is more money, is it not?—A. The employees in private industries have received that extra money.

Q. The employees on whose behalf you are working are dissatisfied because they want more money for various reasons, good and bad?—A. I have already mentioned the harm that is caused by the feeling that they are being discriminated against.

Q. But with no proof, that you have, you conclude there is lack of efficiency because of the dissatisfaction?—A. I realize that whenever you have dissatisfaction which culminates in a strike it must affect the efficiency of the employees for a long time before the strike, and I think the inefficiency before the strike is perhaps more serious than during the strike because it affects the employer, and during that time the employer is paying full wages.

Q. You are assuming in order to reach that conclusion that the employee is not doing his or her duty prior to the strike. What proof have you that that has been the case, because all the evidence we have is to the contrary. Are you judging other people by yourself, or have you any proof of it?—A. I do not like to bring other men into this.

Q. I am giving you a chance, how do you reach that conclusion?—A. I will stand by my record, I am not only interested in efficiency myself, but I am giving a large portion of my time to promoting it in the Civil Service.

Q. Am I not right when I say that if there is a lack of efficiency due to dissatisfaction because an employee is not getting what he or she wants or think they should get, you are inferring that they are not giving the service they should give and that they are capable of giving?—A. Yes.

Q. What proof have you of the truth of those statements? Have you any proof?—A. No, I have no proof that I can present to the committee.

Q. Do you know of a solitary civil servant, I do not want any names, of course, but do you know of any that for lack of betterment of their condition they have not been giving service?—A. On the part of most of the civil servants it would be absolutely involuntary, but when they came to figure up things they know it is true.

Q. How in the world do you know there is a lack of efficiency? Either voluntary or involuntary, because of dissatisfaction on the part of the civil servants?—A. If I, a man with a family were drawing \$800 from the Civil Service and I knew I could not give my family what I should give them, and that I was drawing \$700 less than the accepted minimum necessary to sustain a family I do not see how it could help but impair my efficiency and that if I worked outside in order to get sufficient to maintain my family, my efficiency during office hours would be seriously impaired.

Q. That being so, take the case of a particular clerk who has a grouch which would be what you are particularly referring to, certain work is set for this clerk to do, and if he has not done it, does not his chief know it?—A. His chief should.

Q. I am putting that up against your surmise. I am not saying that what these men have told us is correct; I am trying to find out what is correct. They have made

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these statements, and they are in a position to know, and I am trying to find out whether from your end they are wrong?—A. I have not yet granted that they could make the statement that their employees were absolutely efficient.

Q. Do not put in the word “absolutely”; I did not use that word. Do not magnify it. They have told us that there is efficiency?—A. I should be willing to put the other side and say that there is inefficiency in the service.

Q. Can you give any other ground for reaching that conclusion than that because a man has a grrouch, or is dissatisfied, if you prefer that word, you think they are not giving the service they should?—A. I must add to that that in addition to the dissatisfaction there is the necessity for earning more money. Work done outside the office hours reduces efficiency because the men work in the evenings at something else.

Q. Do you believe that there is a large percentage of the service who actually work after hours at other employment?—A. I think that the proportion is probably large.

Q. What do you mean by that? Five per cent?—A. No, 30 or 40 per cent. This is pure guesswork, but I should say so.

By Mr. Long:

Q. He says he has figures in connection with one particular branch of the service?—A. If a man does not work outside, his wife takes in washing. We have civil servants doing work in connection with the Railway Commission staff whose wives have to take in washing.

Mr. Boys: There are hundreds of wives of men in various branches of work who have to take in washing.

The CHAIRMAN: It is honourable work.

WITNESS: May I present a statement?

By Mr. Charters:

Q. Why do the men stay there? There is plenty of work for them elsewhere. There was plenty particularly during the war?—A. That is a thing I cannot answer. I have asked these men why under the sun do you stay in the Government service, and I cannot for the life of me say why they stick.

By Mr. Long:

Q. Do they not give you an answer when you ask that question?—A. I can give you one answer that was given to me. Drivers in the Printing Bureau receive \$100 a month. For that they have to furnish a horse and rig in the summer and a sleigh in winter. They have the stable to take care of, and their horse and rig and are responsible for any loss or damage. They receive \$100 a month. That is, of course, totally inadequate. The drivers of express rigs receive \$100 a month and have everything given to them. I asked one driver why he stayed with the Government, and he said there were too many boys whose fathers' horses were lying in the stable. He was willing to take work at \$100 a month so that he could not refuse to work for the Government without hunting up another job, and since he had already got his horse and rig and sleigh, until they wore out all he had to do was to stick with the Government and get his \$100 a month.

By Mr. Boys:

Q. There are many men working with a horse and rig who could get more money elsewhere. Why are they not willing to go and get it?

Mr. CHARTERS: There are lots of jobs of that kind.

By Mr. Boys:

Q. Do you say it should be the policy of the Government to increase the salaries when they can get just as good a horse and driver elsewhere for the same money, or for

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less money?—A. I think the Government service should be efficient. I would abolish all the rigs down there and the drivers and horses and put on one car.

Q. So that instead of helping that particular man you would take away his job?—A. That is not the usual experience in the world.

Q. That is the suggestion?—A. The Government service should be efficient. It is not efficient if you keep a man at such a small salary that he has a grouch.

Q. I grant you that, but how is that going to improve the position?—A. Sometimes it is the best thing that could happen to a man to be fired.

Q. Do you seriously advocate that the best thing that it could be done would be to fire them?—A. Why not? I said that sometimes it was the best thing that could happen to a man would be to fire him. The conditions of the service make a man dissatisfied. He loses his esprit de corps, he loses his desire to work. He gets into the habit of soldiering on the job, and he has no incentive to leave. If he was fired and had to hunt for a new job, he would be the better for it.

Q. I appreciate that, but what I am asking is, do you advise that as the proper remedy. I do not want to ask you to say anything that you do not want to say, but I would like to know if that is the remedy you suggest from your experience?—A. Let me answer it in this way: Parliament has decided apparently not to make any change which would benefit financially the civil servants as a result of the reclassification.

By the Chairman:

Q. Why do you say that? The classification has not been brought before Parliament?—A. I am open to correction. The Government in this Bill which it has brought down with this re-classification has inserted the provision that no civil servant shall suffer financially as a result of the re-classification.

Mr. REDMAN: None shall be paid less than they were receiving before. |

By the Chairman:

Q. Do you not approve of the provision in the Bill which shall prevent any civil servant from receiving less than he has been receiving?—A. That is a recognition on the part of the Government that they have a certain duty to employees which includes a group which has grown old in the service, but it is not a provision which would be accepted by a business concern at all.

By Mr. Redman:

Q. What do you deduce from that?—A. The Government has shown a desire to accept its responsibility for the over-manning of the service and for the giving of salaries which are above those which should be given, and it is to the credit of the Government that they have assumed it.

Q. Why should they assume it?—A. If it is applied to the employees who have grown old in the service, those employees certainly deserve it. We would like to have seen the superannuation—

Q. Take the case of those who are still young in the service who have been getting too much according to the classification?—A. If they are worth anything, they will resign in a very short time.

Q. When? You mean, resign if the Government cut it down. They will not resign if they still get the money?—A. Yes, if they are worth anything they will resign.

Q. You mean a man who, according to the classification, is getting more than he deserves will resign on account of that fact?—A. As soon as he gets another job.

Q. It is beyond me?—A. If he is the right kind.

By Mr. Boys:

Q. I understood you to say that where a man is dissatisfied, not getting enough money, and was becoming more or less of a drone, so to speak, on that account the proper

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remedy would be to fire him. Is that what you think?—A. If the reason for his becoming a drone is because of conditions which he had placed upon him from above, it would not be fair to fire him without giving him a chance to secure another job first.

Q. You did not qualify it. You simply took the case of a man getting a certain salary, and having to do certain things, which salary was not enough for him, and you made the statement it might be better for the man himself to fire him?—A. Yes.

Q. Do you suggest to us the appropriate remedy in such a case is dismissal?—A. No, for this reason: The firing of a man is a very expensive proposition. That is being recognized by industrial concerns throughout the world.

Q. I think you have gone far enough in that line. You say it is undesirable? Why did you say it would be a good thing and the best thing for the man?—A. The standpoint of what is best for the man is not always what is best for the firm.

Q. In your opinion you adhere to what you said, that it would be the best thing for the man, but you do not think it would be the best thing for the Government?—A. And neither would it be true in all cases.

Q. Speaking generally; I am not speaking in every case —A. Well, for a Government the size of our Government to fire a man because he was not giving efficient service in one branch without trying him in another would be——

Q. It would be a mistake?—A. Yes.

Q. Do you think it would be the best thing for the man?—A. I would like to be able to say that in the case of a Government as large as this; the firing of a man does not mean the firing of him from the entire service.

Q. That is not answering the question?—A. Permit me to finish my sentence. The firing of a man from the service is different from the firing of a man from a factory. If this man was dismissed from the Naval Service he could be hired in the Public Works Department and he would still not be fired by the Government, and yet he would have all the advantage I would indicate in my statement, that it would be the best thing for a man if he could be fired. Our Government is so large that there is no necessity for firing a man entirely out of the service unless he is hopelessly inefficient. He is probably a round peg in a square hole, and there is a round hole in some department where he would fit, and where his experience in the other department will make him valuable.

Q. When you say the firing of a man is best for himself so that he could look up some job, you only meant firing him from one branch with a view to taking him on in another?—A. Yes, sir.

Q. Why would you fire him at all? Why not transfer him?—A. Transfer would be the better word.

Q. You meant transferring when you said firing?—A. Yes.

By the Chairman:

Q. You used that remark with reference to teamsters at the Printing Bureau?—A. Yes.

Q. That they should be fired under certain conditions?—A. I do not think any of these things can be applied to all the service. In some cases it would be best for a man to leave the entire service.

Q. We were speaking of the teamsters when you used that expression?—A. Yes, I think I was.

Q. And you thought under the conditions which existed there it would be better for the men to fire some of them?—A. If it promoted efficiency.

Q. Did you consider when this bonus was being discussed the question of payment of bonuses to all these teamsters?—A. We have urged the payment to teamsters, or an increase in their salaries.

Q. Regardless of whether they were in that class of those who should have been fired or not?—A. We have shown our attitude with regard to the firing of inefficient

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employees, not in memorials to the Government but in our action with regard to individual cases. We, as a federation of associations, frequently receive a statement from the Naval Service at Halifax, for instance, that "Such and such a man has been notified that he will be dismissed in thirty days; please take it up and see what you can do for him." We immediately write back and say, "Why is he going to be fired, and will you recommend that that man is an efficient public servant and should be retained."

By Mr. Redman:

Q. They always do so?—A. This is an illustration. I would rather not mention the man's name unless you want it.

Q. I do not want it?—A. A man at Halifax was slated for dismissal. His association wrote to us and asked us to take it up. I immediately took that to two or three people in the department here, and asked them, and I got a general idea, without taking it up officially, that this man was not efficient, so I wrote back to the association and told them my information was that this man was not as efficient as he should be, and that we would require a statement in regard to the case.

By the Chairman:

Q. Just at this point, will you tell us whether you did this during the office hours?—A. We are very careful to do all our association work outside the office hours, perhaps more careful than we should be.

Q. That is sufficient?—A. Because of the fact that all our work is an attempt to help the Government. I think I called on the head of the department during office hours, but we usually do that work in the evening. We wrote back and told them that their statement and the statement of the people in the department here did not agree, and that before doing anything further we wanted an official statement from their association stating that the man was an efficient servant and that he was a credit to our association before we took any steps. We got back word that they were not prepared to go so far as to make such a statement in regard to this man and consequently we did not oppose his dismissal. We will not make objection to the dismissal of any employee simply because he has been dismissed.

By Mr. Charters:

Q. You stated that a number of the employees worked overtime in order to make up the money they required. What hours did they work?—A. I gather that I was misunderstood. They were working for somebody on the outside. Overtime has been abused in the Government service in one way and it has been beneficial in another in the way of increasing the salary of employees who work by the hour. Deputy Ministers have granted employees should work on Saturday afternoon and draw overtime, or that they should work an hour extra a day and draw overtime in an endeavour to make up in that way what the salary cheques lacked. This has worked out in some cases to 20 or 30 per cent of the salary of employees working by the hour and it has in that way assisted them in meeting the high cost of living.

By Mr. Long:

Q. In what department has that been done?—A. In the Mines Department and in the Customs Department.

By Mr. Charters:

Q. We have had statements from nearly everybody who has been heard to the effect that the hours they work is about the limit of a man's endurance. Now you say they go out, a number of people, and get about 30 per cent overtime. How would that effect their efficiency in the performance of their own work if they go out and earn money after hours?—A. It seriously affects their efficiency, by this effort to increase the pay envelope.

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Q. Take the men who are doing work in the service all day on a salary and going outside at night and working there, are they in a condition to do their ordinary work the following day?—A. They are not justified in doing it, but neither is the Government justified in keeping them at such a salary that they have to do it.

Q. That is another point. If they are not satisfied with the salary they should get out of the job, the Government cannot increase the salary of everybody in the service \$6 a week?—A. I certainly hope that the bonus granted for 1919 will be more than that.

By the Chairman:

Q. Do you attempt to justify the conduct of the civil servant even though he or she is not receiving a proper salary in neglecting their work?—A. No, sir.

Q. Would you admit that has been done?—A. I admit I find it is. I can see my fellow employee laying right down and soldiering on the job through sheer lack of any incentive to work.

Q. What do you mean by soldiering?—A. That perhaps is an unfortunate expression, it has grown up in relation to the enlisted, paid, soldiers, during peace time, but it would not apply to the war people.

Q. To get back to what we were considering, the question of inefficiency in service, can you give any other case in regard to inefficiency in addition to what you have already given?—A. The lack of opportunity for advancement in the Civil Service is one serious cause.

Q. You mean advancement in position or salary?—A. Advancement in position and the salary that goes with it, the importance that he based upon seniority and the fact that there is no superannuation makes it so that the lower paid employees in the department are effectually kept from ever attaining to good salaries.

Q. When you say seniority do you mean seniority of service?—A. Yes, the fact that there is no method of superannuation contributes to the condition of affairs where the young man who is willing to work hard has no method of getting to the top.

Q. Have you any other cause to suggest?—A. No.

By Mr. Boys:

Q. Do you think you would get greater efficiency, and that there would be a special incentive to work hard and to show efficiency if the superintendent and other higher officials had the power to hire and fire the employees?—A. I would not place in the hands of a superintendent the power to hire and fire. The loss of an employee who can be used to great advantage in another department is too important to the Government to allow a superintendent or other official to dismiss him.

Q. With the right of appeal?—A. With the right of appeal. I should think that any chief should be allowed to recommend the dismissal of an employee.

Q. I am not going to say recommend. Do you think you would get greater efficiency if the hiring and firing of civil servants did not rest with the commission?—A. I would limit it to a recommendation, and you will have to give the commission power to act as an appeal Board.

Q. Would you have the commission act before it came to them or simply on a recommendation?—A. I would make the recommendations sufficient so that the man would be suspended on the recommendation.

Q. You have that now.—A. It is not done very much.

Q. It is just about the same. The reason I asked you that is we had Mr. Robinson of the Soldiers Civil Re-establishment before us the other day and he without any hesitation intimated to us that the efficiency they have got, and it is pretty manifest in many respects, was due to the fact that the employees knew that in every case he had the power to fire the employees. Not only that, but we are able to recognize the good qualities and ability of an employee and exercise the right of promotion as well. What do you say as to that?—A. I say that that is absolutely

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true, but I would not go to the extent of allowing a chief to fire the man. I would let him recommend his dismissal; I would have that act as a suspension until the Commission had acted on it. Let the Commission decide if there is any other place where they could try him out. Also recommend his promotion. That is very important. This new classification provides for that. A hustler can come in and go to the top in ten years, or approximately. All he has to do is to take the examination for the next class and he takes the first vacancy that occurs, and he does not need to stay in the next class for a year.

Q. If they all did that, they would not move very fast?—A. The very fact of an examination on the duties of office means that he comes first. There are only four per cent of the Civil Service that are getting more than \$2,400 a year and only eight per cent that are getting over \$2,100, inside and outside.

By Mr. Charters:

Q. What about the inside?—A. I do not have the figures for the inside.

Q. You are including in that statement men in the outside service who are only getting perhaps \$50?—A. The servants I include are the servants in the Civil Service List.

Q. It includes customs collectors with small salaries and postmasters who are getting only \$600 and \$800 a year?—A. No postmasters are in the Civil Service List. If you will permit me, we have letter carriers getting less than \$700 in the Civil Service List, but no postmasters.

By Mr. Boys:

Q. Suppose you were entrusted with the duty of dealing with the matter we are discussing, the matter of putting the service on an efficient and satisfactory basis, would you kindly indicate what you would do?—A. You indicated that the chiefs in the Civil Service had the power to do these things, to recommend. They are not exercising that power. I would endeavour to utilize to the full the opportunities that we now have for creating an efficient service.

Q. Perhaps you did not quite understand my question. We are through with dealing with one point and I am now taking up the broader aspect. My question was: Supposing you were committed with the duty of putting the service on an efficient and satisfactory basis, what do you think you would do to bring about that end?—A. Well, in the present state of high prices, I think the first thing I would do would be to assure all civil servants of a living wage.

Q. The first thing is to raise their pay?—A. Raise their pay.

Q. What next?—A. I would not be able to give them their proper rank, possibly.

Q. Well, that is the first item; what would you suggest secondly?—A. I would assure all civil servants of reward for work well done.

Q. In what way—financially?—A. It would be financially, by promotion.

Q. How in the name of goodness are you going to assure everybody of promotion?—A. The reclassification provides for both of these things I have mentioned.

By the Chairman:

Q. What do you mean by promotion?—A. To the next class, to higher duties.

Q. And to a larger salary?—A. Larger salary.

Q. Chiefly salary?—A. I would not promote very far without a change of duties.

By Mr. Boys:

Q. You mean that when there is a vacancy there would be promotion?—A. In a country that is expanding the way Canada is there cannot but be vacancies.

Q. You are not going to suggest that a man should pass an examination if there is not a vacancy higher up?—A. There must be a vacancy.

Q. Your second suggestion then is, promotion where vacancies arise?—A. Yes.

Q. Thereby giving more money?—A. I would superannuate.

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By the Chairman:

Q. When a man is advanced to another class on examination, his salary increases?—A. Yes.

Q. But he might not be given any more important duties notwithstanding that, his salary will be increased?—A. He should not be put in the next class if he is not given more important duties.

Mr. Boys: I think that is covered by what the witness says. He does not advocate promotion if there is no vacancy.

WITNESS: We have many departments where there should be vacancies. We have positions that are not filled that should be filled.

By the Chairman:

Q. Starting with a large number of civil servants, you must reach a stage where it would be impossible for all efficient to be promoted to more advanced positions?—A. There are two ways in which I would create these vacancies. One I would superannuate all those who are not doing efficient work because they have grown old and incapacitated in the service, and I would stop the appointment of new people in the Civil Service except at the very bottom.

By Mr. Boys:

Q. I have got your second suggestion, and I want to see if I state it correctly. No. 2, promote where vacancies arise, thereby giving increased salary and corresponding incentive to work faithfully. Is that it?—A. Let me put that as number three, and put number two as the creation of vacancies by superannuation.

Q. Call it what you like. Call it number two or number three. We have called the other number two. Number three is that you favour the superannuation of people who through ill health or age are no longer able to give efficient service?—A. Yes.

Q. The fourth I think you mentioned was?—A. The making of no new appointments except to the lowest grades?

Q. In your opinion, one difficulty we are up against now is that there are too many appointments being made and that they ought to be stopped?—A. Absolutely.

Q. That is the fourth; is there anything else?—A. I would institute a condition of affairs in the service whereby an efficient man could be recommended for promotion, and where an inefficient man would be removed. That is another way of making vacancies.

Q. That can be done at present by an Order in Council?—A. Yes.

Q. Do you suggest as an improvement in the service a change in the existing condition in that regard?—A. We will have to go back; we are dealing only with the inside service. In the outside service the firing is not a function of the commission. In the inside service, it is a function of the commission by Order in Council.

Q. And promotion in the same way?—A. Yes.

Q. That brings me back to the question I put. That is the present method. Therefore, if the present method is not going to improve things, I ask you whether you suggest a change in the present method?—A. We are stagnating. We have methods on the statute books and we do not follow them.

Q. I am dealing only with the method of promotion and dismissal, and you have suggested what ought to be done. I have pointed out, and you agree, that it is the existing method?—A. It is the existing method, but it is not used.

Q. What you say is that the method is all right, but you think it should be more vigorously employed?—A. Absolutely.

Q. Why do you think that patronage is responsible for inefficiency?—A. Patronage has been responsible for the appointment of people who cannot do their work.

Q. How do you know that? You have been in the service seven years. What knowledge have you of that?—A. Well, that was a broad statement. If we defined

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patronage to be merely the appointment without examination there is no reason why the people who prepare the list of the people who are to be appointed should not select just as capable men as could be selected by examination, and in some cases better. I was saying that appointment by patronage might secure better men. Certainly, personal contact with a man and the selection of a man from among a group of men will get a better man than the selection from a group of examination papers.

Q. But do you know that the patronage system of appointments has been inefficient?—A. The past patronage system has been abused.

Q. Can you state it as a fact?—A. No, I cannot say that.

Q. I think you issued a statement last fall as Secretary of the Civil Service Federation; perhaps you will recall this statement in it, referring to a rumour that the Government was not going to pay the bonus of \$350:—

“This is followed by an undenied rumour that the Government is thinking of cutting the \$350 in two, because any bonus will reach the inefficient employees who were given their jobs during the reign of a patronage system for which the Government is responsible.”

I would like you to give us some definite information along that line?—A. I mentioned an undenied rumour that there was.

Q. The rumour was that the \$350 was not to be paid as a bonus but was going to be cut in two. Do you remember that statement?—A. Yes, I have a complete list of the statements here. I did not quite catch what part of this was quoted and what was not.

Q. “This is followed by an undenied rumour that the Government is thinking of cutting the \$350 in two, because any bonus will reach the inefficient employees who were given their jobs during the reign of a patronage system for which the Government is responsible?—A. I do not know now whether we wrote that statement. That statement certainly appeared.

Q. I want to draw your attention to this; that you as the Secretary of the Civil Service Federation, who would naturally be looked to by the members of the Civil Service for guidance in this matter make this statement over your signature, from which they would infer that there were inefficient employees in the service who got their jobs during the reign of the patronage system?—A. If I remember correctly, the statement of the reason for not giving the bonus was because it would reach so many of the Outside Service who had been appointed as a result of the patronage system. One reason given for not granting a bonus as large as we ask was the fact that it would reach so many of these employees.

Q. You were quoting a reason given by the Government?—A. Yes—not by the Government—by a member of the Government possibly—the source of the rumour.

Q. You are not sure where that idea originated?—A. No. I am clear that its not our statement, that the reason for not giving it was that we had received a sort of rumour to that effect.

Q. You will admit I think that it was rather dangerous to use rumours in issuing statements to a large body of which you are an officer?—A. I should be willing to grant that.

Q. “In other words patronage is still enough in the ring to mulct each and every civil servant, good and bad, of \$175.”—A. If that statement is true, it would have that effect.

Q. You say patronage is still enough in the ring to prevent the granting of the bonus—that is the meaning of it?—A. If patronage was the reason of cutting the bonus in two, and we heard a rumour to that effect, patronage is still enough in the ring to cut the bonus from good and efficient employees of the service—

Q. I do not see how you would claim patronage is now in the ring. That would only mean to me that the Government was using the old system of patronage to discriminate against some of the employees—

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Mr LONG: He should have stated the effects of the old patronage?

WITNESS: Certainly, that is what we meant.

Mr. LONG: That the effect of the old patronage system still remains.

By the Chairman:

Q. You say at the end, "Patronage will exact another \$175 from thousands". Do you think you prepared that statement as carefully as the officer of an association who is addressing thousands of men and women who are in the employ of the Government, should have done?—A. Can you give me the date of that?

Q. No, I cannot.—A. I have a complete file of our statements.

Q. It would be about the 2nd November—A. I have it.

Mr. BOYS: "In other words, patronage is still enough in the ring to mulct each and every civil servant of \$175; if the rumour of a limitation in the number of employees who are to get anything is also true—it has not been denied—patronage will exact another \$175 from thousands"—

By the Chairman:

Q. That was a correct quotation?—A. Yes. That first \$175 was the cutting of the bonus from \$350 to \$175. If the rumour that stated that the bonus was to be limited to those under \$1,800 is correct, patronage would not only take \$175 from the people who got the \$175, but since it took everything from the others, it was exactly another \$175.

Q. I do not see how you are justified in using the argument that patronage is responsible for that—that patronage is responsible for preventing the granting of this bonus to those people?—A. I do not like to make a statement which I am not sure of, but I am under the impression that that was either a statement to the press by some member of the Government—

Q. You are an officer of a federation, an association which has tremendous responsibility; 60,000 people more or less in your federation. Surely you do not wish this committee to understand that you issued a statement like that without careful consideration and without weighing the effect it might have on the employee?—A. I am afraid at the time we were more interested in trying to say something that would make the Government reconsider that and grant the additional \$350, than we were to the exact effect—

Q. And possibly leaving the impression on the Government that the civil servants would go on strike if that were not granted. Some of your statements made some reference along that line, did they not?—A. We have been careful not to say anything about a strike of the civil servants. We know civil servants are not in a position to strike, and should not strike. Our efforts have been directed against strikes right along.

Q. And you know that in some of your statements last fall there were references to the Civil Service going on strike if the Government did not meet their demand?—A. I should say we never issued a statement to that effect. We have referred to strikes on the part of a small group of our association. We wrote one letter to the Government, that has been criticised most, calling the Government's attention to the fact that a group of employees in the West decided that they would go on strike if they did not hear from the Government, in fact they set a day. We got a telegram that the employees are ready to cease work on Thursday morning as the protest in reference to the bonus and asking that a statement be laid before the Prime Minister asking him if he could not give us some word that would satisfy the people. He replied that on advice an Order in Council had been drawn up and would be published the following morning. We sent that telegram to these people to call off the strike on Thursday morning.

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Q. You admit that statement was very ill-advised, do you?—A. I should be willing to admit that was one of the indiscretions that was committed. We realize that patronage has a very serious effect on the service, and that there are still manifestations of it, patronage is not dead yet.

Q. Many people throughout the country hold that same view, and it has been the general belief that patronage was responsible for a great deal of the inefficiency in the Civil Service, yet when this committee call the heads of the branches and deputy ministers before us there is no inefficiency, which practically refutes the belief held that patronage was the cause?—A. If all the deputies in the Civil Service say there is no inefficiency in the service I think the committee would do well to go to the bottom of things, and find out just how much there really is.

By Mr. Andrews:

Q. I would like to ask the witness whether it is the general opinion among the men actually employed in the service that patronage is the cause of inefficiency?—A. You must realize, gentlemen, that I am representing people who have been appointed under both systems; to some of them it was an opportunity to enter into the service which they would otherwise not have had. I think I can safely say that we are unable to detect any difference in the attitude towards the Civil Service question between the people that have been appointed under the patronage system and those who have been appointed under the commission system. In fact it is difficult for us to determine how particular men were appointed, in fact we do not know.

By Mr. Boys:

Q. We do not blame them, as far as they are concerned, for endeavouring to get more pay if they can, and whether appointed under the merit or the patronage system they are the same in that regard?—A. Well, they base their claim upon a sound basis.

By the Chairman:

Q. "The civil servants did not ask for the bread and butter others are receiving. They asked bread and an undenied press statement says they are to be given stone." Is that a correct quotation from your statement?—A. I think it is.

Q. You were speaking some time ago about the dissatisfaction existing in the service, do you think that as an organization you are tending to allay that dissatisfaction by issuing statements of such a nature. You know it is in the form of an undenied press statement. You are a responsible body and you issue a statement to thousands of Government employees, and you there make the statement that the Civil Service ask bread and an undenied statement, which you do not know is correct, says they were given a stone; does that tend to allay this dissatisfaction?—A. The statement may be perfectly correct, not as to the bread and stone, but as to the amount of the bonus. At the time these statements were made the feeling in the Civil Service was very strong against the Government for failing to grant the bonus of \$350. We would like to point out that if the Government had given us the \$350 which was asked the Civil Service Federation would have been blamed by every civil servant, if it were not enough, but the Government not giving the amount asked for placed upon its own shoulders the blame for the amount and for the dissatisfaction.

Q. Following up that statement with another: "The lot of the civil servants has been unfortunate, they have been neglected shamefully, but they have never faced a prospect like the present." Is that statement likely to allay dissatisfaction or to remove the cause of it?—A. Allow me to make the statement that the particular words that were used in those statements would have to be taken under the circumstances at that time. When we issued that statement we were receiving telegrams day in and day out which were asking us to be three times as bad as that, they are asking us to call a strike. Our different associations are a federation of all the

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associations, and we had tried to keep in hand the different groups from using strike methods. We have been unsuccessful in the case of some groups.

Q. And you answer those statements by telling all the civil servants that they have been treated shamefully?—A. The civil servants have not gone on record yet, but we feel that with regard to the bonus we received what was almost shameful treatment of the Civil Service.

Q. But the bonus was granted?—A. Yes, but an undenied press statement was the statement given out by the Government in advance of the Order in Council, correctly defining what the Order in Council would be.

By Mr. Charters:

Q. Who do you expect to deny press statements and rumours?—A. When some statement is issued in the press, it is generally issued with the idea of testing out public opinion.

Q. How can you prove that?—A. That does not need to be proven.

Q. It would need to be proven to me, decidedly, because I know it is not the fact. The press may have whatever articles it chooses, but they are certainly not given out by the Government to test out public opinion?—A. Not given out by the Government, perhaps.

Q. And if the Government is not responsible it had no business to confirm, or deny, or anything else?—A. The press statements are correct, often correct statements will come out three or four days in advance of the Order in Council and they accurately define the terms of the order.

By the Chairman:

Q. Would it not be better when issuing statements to civil servants for your federation to be absolutely sure of the accuracy of the statement?—A. It would be. I have already granted the presence of indiscretions in our correspondence and public statements.

Q. Indiscreet statements often cause a great deal of dissatisfaction?—A. There again the dissatisfaction was greater than we were expressing, much more.

Q. It will be greater still on account of this statement being published, if I understand human nature?—A. Perhaps. We understood that if we had not taken as aggressive action as we did, some of our associations would have thrown us over and taken action of themselves.

Q. You were actuated by a desire to protect your association against the ill-will of other associations in the Federation?—A. Partly with the idea of keeping the Federation united. So long as the Federation was united there could be no strike of the entire service, neither would there be the necessity for a strike.

Q. What do you mean by the following: "The Government of Canada cannot lead?"—A. That statement is simply that Great Britain, France, Italy, Austria, Sweden and Turkey had all done it before so that Canada had to follow. The lead had already been taken, and the only thing Canada could do in the matter of a bonus was to follow.

By Mr. Charters:

Q. Do you refuse admittance to your association of any Civil Servants who were appointed under the patronage system?—A. We have never drawn any line between patronage appointments and other appointments.

Q. In your statement you say "Civil Servants are now 80 per cent behind the cost of living, and they have asked for enough to reduce this to 40 per cent. Instead of \$740, the sum which they therefore deserved for this year alone, they have asked \$350." Is that correct?—A. Absolutely.

Q. You say that they are receiving \$740 a year less than they are able to live on?—A. The value of the dollars that we were paid works out on an average of \$740 for the Civil Servants. We asked that \$350 of that be made up.

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Q. Take it that way. Suppose that is the case, how do you propose to get the other \$390?—A. The Civil Servants did not say anything about 1917, or 1916 or 1915. We did not ask for the other \$350. If the Government had given \$350, the Civil Service would have been satisfied and placed the other \$350 against war conditions.

Q. By \$740 behind the cost of living, you mean in your salary?—A. Yes.

Q. Would that apply generally?—A. The average salary.

Q. Surely that is not the condition?—A. Why certainly. The average salary of Civil Servants in 1909 was \$925. The average salary in 1917—we did not have our figures available for 1918—was \$1,125, that is an increase of \$200 in the eight years. At \$1,125, if the cost of living had doubled that would be \$125.

Mr. CHARTERS: I think the whole thing is ridiculous.

WITNESS: Which is ridiculous?

Mr. CHARTERS: To say that you people were working for the Government at a salary \$740 less than the cost of living when you are intelligent men and there was a demand every day for people of all kinds able to work. You continued to accept that salary when you could have got a salary sufficient to pay you elsewhere?—A. If we had been in the building trade in the City of Ottawa we would have received \$250. If we had been railway employees in Great Britain we would have received 90 per cent of our salaries as bonus. We have received no increase as the result of the increased cost of living, and the only increase given us was the statutory increase which was \$200 in the years 1909 to 1917. The civil servants did not feel that they were responsible for that increase in the cost of living, and they did feel that they should be penalized for it.

By Mr. Boys:

Q. The statement we have been quoting from is from the *Ottawa Citizen* of November 29, 1918?—A. Yes.

Q. Who wrote it?—A. I wrote that.

Q. Was it submitted to the executive or to any one else before you put it in?—A. No. That statement is issued by the secretary of the Civil Service Federation.

Q. I see it is signed Mr. L. D. Burling, and I wanted to know whether you wrote it off your own bat, as to its wording, or whether your council or committee endorsed it or compared it before you issued it?—A. I don't remember whether I read it to Mr. Grierson or not; probably not.

Q. You wrote it yourself?—A. Yes.

Q. Do you know of anybody in the service to whom you submitted or who made any change in it? Apart from Mr. Grierson, is there any other member of the service that had anything to do with the wording of that statement?—A. No.

By the Chairman:

Q. Is any important statement not submitted first to the executive committee before it is published?—A. The policy of the Federation now is to submit all statements to a meeting of the council. At that time many of the statements were not submitted to a meeting of the council, but were issued by officers of the Federation.

Q. Why the change in policy?—A. Because we realized that we had committed indiscretions in the past and that the Federation is a responsible body.

The CHAIRMAN: There is hope for the Federation yet.

WITNESS: We certainly hope to take ourselves seriously, and we do feel that the present policy of transmitting these things to our full council will prevent the issuance of any more statements that can be charged as indiscretions.

By the Chairman:

Q. Have you any further statement to make?—A. There is one thing: the question of hours of the Civil Service. I have something to say on that.

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By Mr. Charters:

Q. We have a statement from all departments as to the hours.—A. My point is that six and a half hours is a half an hour more than many private industrial plants believe to be the number of hours that men working at manual labour can work efficiently. Brain work, or the work that is ordinarily carried on by civil servants, is even more taxing on the powers of the man than manual labour, and we do not feel that six and a half hours is a bit too much; in fact, the day will come when labour will not work longer than six and a half hours.

Q. You said a bit too much; you mean too little.—A. Yes. It has been shown conclusively that if the hours of labour are cut from nine to eight production is increased per day, and if the hours of labour are cut from eight to seven production is still further increased, and in some lines of industry—

Q. Where does it end? Where do you get the maximum?—A. Some lines of industry it has gone to six, with increased production per day.

Q. You will admit your knowledge of this is entirely from study?—A. Absolutely. English experience has been conclusive on that.

The CHAIRMAN: I think this evidence would not be of much value to us.

Mr. BOYS: Unless he can show civil servants are called upon to work harder than those engaged in the ordinary commercial enterprises of the country. I do not think we would want to spend much time on it. Take the average stenographer in the store, do they not work from nine to six?

WITNESS: Yes.

Mr. BOYS: Do you think they can get more money than the civil servant? If you do, I can tell you that the average stenographer in the country gets a great deal less than the stenographer down here. That is absolute knowledge.

The CHAIRMAN: And works harder.

Mr. CHARTERS: What about these reporters who are taking the evidence here? They have been working for four months. Here are several men working, not six hours, but I should think about 12 hours every day and at high pressure. What we want to do is to get out of the Civil Service all the people who are receiving money which they are not earning, and pay the servants who are earning the money decent salaries.

Mr. LONG: That leaves a very important problem unsolved. He wants these men paid a certain amount of money in order to increase their efficiency up to one hundred per cent. At the same time, he wants one of their articles of faith in their federation, which is not to fire but merely transfer, adopted at Ottawa.

WITNESS: Yes.

By Mr. Long:

Q. If you increase from 35 to 85 per cent efficiency, what are you going to do with the surplus labour?—A. Our point is that it will take considerable time to increase efficiency from 35 to 85 per cent.

Q. To get them out of the slouchy habit?—A. Yes, it will. If you put in superannuation and no new appointments to the service above the lowest grades, the natural increase in the service, it will enable vacancies to occur and will enable you to cut down the number of employees approximately as your efficiency will increase. There is just one other statement I would like to make with regard to the activities of the federation.

The CHAIRMAN: We are not particularly interested in that.

WITNESS: Except there has been quite an attack on our activities. We have many activities, and we are sincerely attempting to increase the efficiency of the service. I should appreciate questions on that.

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The CHAIRMAN: We will not enter on that to-day. What shall we do with Mr. Grierson's statement?

By Mr. Charters:

Q. Is he sick?—A. He is down and out in one way. He looks all right, but he has blood-pressure of 90 instead of 140, has a very bad attack of sciatica and is walking with a cane, and has just come back from a course of treatment with the doctor and does not feel that he is able to concentrate on anything for as long a time as it would take before the committee. He could get into a car and come here.

The CHAIRMAN: I notice this statement deals with the functions of the Federation?

WITNESS: He wished me to impress upon the committee the fact—and anybody who knows him will realize it—that it would have given him great pleasure to have been here.

The CHAIRMAN: Mr. Grierson's statement will be put on the record.

The statement of Mr. Grierson reads as follows:—

"I regret that I am physically incapacitated for the moment from responding to the instruction to attend the Parliamentary Committee issued to me through Mr. Walter Todd. As I believe your committee affords the organizations of the civil service a most exceptional opportunity I have ventured to prepare a short memorandum on matters that may appertain to your inquiry in case you may see fit to accept evidence submitted in this manner.

I desire first of all on behalf of the Civil Service Federation to express the sincere gratitude and appreciation we have all experienced in the passing of the Civil Service Act of 1918, and all that is comprised in that Act, and we enjoy a similar feeling of pleasure in the knowledge that the Prime Minister has announced that the Purchasing Commission is to become a permanent Department.

Perhaps you will permit me to point out that the function of the Federation is two-fold?

(1) To facilitate the formation of associations of civil servants so that their views as a whole may be co-ordinated and so that if necessary the status of civil servants as a class may be protected.

(2) To co-operate in every possible way with the Government in the setting up of a model system of Public Ownership in Canada.

I beg to offer a few suggestions as follows:—

(1) Treating in this brief memorandum rudiments and fundamentals only, I would first of all suggest that the highest purposes of the state would be served were it possible for civil servants to be represented in parliament by nominees of themselves who with the fullest first hand knowledge might as required adequately present the case for civil service efficiency. The service has many friends in the House of Commons to whom we are under a great debt, but a civil servant or other person specially informed and inspired to speak on their behalf would seem to be very desirable. The introduction of the principle of "proportional representation" would furnish the means for this to be brought about.

(2) Whitley boards or councils have been introduced both in the British and United States navies. This democratic method of discussing scales of wages and working conditions from time to time would be most advantageous.

(3) Trial or appeal boards are in vogue in other countries. In Canada civil servants are the only class who are denied the right to appeal against injustices real or imagined.

(4) It is generally admitted that there is an overmanning of the service. This condition entails a double loss, viz:—in the waste of money capital and in the waste of physical and mental capital in the case of persons whose energies are not

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fully engaged. This condition handed down from other times is difficult to overcome. The congestion may be relieved by arbitrarily stopping all new appointments (except technical ones) for an indefinite period and utilizing the surplus which may exist in various departments; and concurrently putting into effect a Superannuation Act.

(5) The necessity of superannuation in public service organization has been established time and again and no doubt the actuaries will give evidence on this subject. Civil servants are debarred by the nature of their occupation from amassing the wealth needful to provide for old age.

(6) Temperamental and psychologic vocational appointment and adjustment. The idea involved in this suggestion is not new though it is undeveloped and it has been practised and has made considerable progress in other countries.

(7) It has been stated that large organizations of business involved the piling up of masses of routine work. Interest might be aroused to offset the ennui and lethargy of the deadly routine by (a) a more generous distribution of responsibility; (b) the interchangeability of the duties of office where possible.

In the brief space of time permitted to me, those few notes are all time allows me to present to your committee.

In conclusion I would just point out that the management of the civil service before the great reform was often unbusinesslike and not always creditable.

This condition has been keenly felt by patriotic civil servants. What surer criterion can there be of a nation's conscience than the reputation established by the trustees who carry on the nation's work by means of the civil service? Civil service organizations desire to help in a humble way by suggested idea or by active co-operation in bringing to Canada the honour of carrying on the best national service in the world.

(Sgd.) F. GRIERSON, *President,*
Civil Service Federation of Canada."

The committee adjourned.

June 23, 1919.

The Committee met at 2 o'clock, to-day, Mr. Steel, in the Chair.

Mr. W. P. GRANT, General Manager of the H. J. Daly Company, Limited, Ottawa, sworn.

By the Chairman:

Q. What has been your experience previous to this, Mr. Grant, within the last few years?—A. I was for twelve years with the National Cash Register Company, probably one of the most highly organized propositions on this continent.

Q. What was your work in connection with that?—A. I was an agent for the sale of the registers, but I have been in the Departmental store business all my life with the exception of the twelve years I was with the National Cash Register—in departmental stores in the United States.

Q. We would be glad to have from you a statement as to the method of organization of the staff in your company and also some information as to your method of supervision so as to secure the most efficient service from each and every employee.—A. When anyone makes an application for a position—

The CHAIRMAN: We are not asking for anything you would not wish to tell?

The WITNESS: Oh, dear, no. We have nothing to side step. When anyone applies for a position they are turned over to our employment bureau and their qualification, experience and the particulars are taken there and which ever department is in need of an assistant they are turned over to that department.

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Q. How is this bureau constituted?—A. Our accountant takes charge of that end of it. Then they are taken in hand by the superintendent and they are taken up to a school room where instructions are given, if they have not had previous experience, in how to make out accounts, how to handle a cash register. Then they get an outline of the policy of the house and what is expected of them. They are then taken down to the department and turned over to the particular department the head of which has direct supervision over them. Then of course, we know by their records, by their time card—we have the time clock system—we know by the time card and by the daily reports as to how they are as regards coming on time.

Q. You might describe to the committee how you keep check of their attendance and punctuality?—A. We have this International Time Recorder Clock. I think there are quite a number of them in the public service. There are a number in the Militia Department. The employees report as they come in in the morning, when they go out at noon, when they come back and when they go out at night. These four times are printed on the card. Ever morning the time keeper turns in a report of those who are late or absent.

Q. That is for the previous day?—A. Yes. We don't get that until the next day because the records would not be complete.

Q. If an employee is absent, what is done?—A. If it is only late, they have to bring their card to the Superintendent to sign. We find that that has a very beneficial effect. If they came in before, under any other system, they would simply be reported as late. That would not have the same effect, the same disciplinary effect as having them bring the card. The time keeper says: "We will take that to the Superintendent for signature." Of course we have been here only a little over a year and we changed the method which used to be docking the employees because, if they were late, they were paying for it.

Q. You find your present method more satisfactory?—A. Much more satisfactory.

Q. That will take a little of the time of the employee?—A. It does. But there is such a small percentage now. They come up to the office and have their card signed and are asked an explanation why they are late. Then, if they are absent they are docked. Again, if there are any in the store, probably in the morning, who are not feeling well and want to go home, we will sign their passes and we don't dock them for that day.

Q. You take the full day's pay when you dock?—A. We don't dock for that day. If they go home—

Q. When you do dock?—A. The time they have been away.

Q. Do you pay no half pay?—A. No, no half pay. We find that ours is a protective measure to the conscientious ones who are always what is called "Johnny on the spot." We have found that, in a large staff, there will always be a certain number who do not take their jobs seriously. It is a sort of stopping place as it were.

By Mr. Mowat:

Q. That would apply to the girl who lives at home, who does not take it seriously?

A. Of course. Girls depending on their own exertions we find are more effective.

By the Chairman:

Q. You have told us what is done with the employee who reports in the morning and asks to be allowed to be absent. What is done with the one who does not report?—A. They simply return and their time card is not marked. They are docked for the time absent.

Q. Do they report to the superintendent?—A. No. We know by the time card. If there is any mistake or any question they bring the time card, when they find a slip in the envelope showing they have been docked.

Q. And wish for any explanation?—A. Yes.

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Q. If they were on pay, it would be necessary to ask for explanation of their absence.—A. We would surely do that. The fact that they are docked shows that the reason is evidently a good one.

Q. If an employee were absenting himself frequently, say a day a week?—A. Immediately it came to where we could get someone better, we would not hesitate. We would simply let them go.

Q. Or ask them to do better.—A. Of course. That is part of the policy. We get a report from the head of the department that so and so is not up to the standard, that he is listless. Then we look up the record of sales. It might be fairly good. It might be just probable that he does not like the department. That often happens. We have an interview with him and try him in another department. We have found that beneficial sometimes. Probably he does not like the head of the department. Probably he does not like the people he is working with. All right, we will give him a change. Sometimes, we find that beneficial.

Q. Would you explain your organization showing the division into departments and what authority the heads of the departments have over individual employees?—

A. The head of the department has full sway over them except as to discharge. He can recommend that they be removed or spoken to, or recommend that the wages should be advanced. We get a direct report on that. Then of course, there is the sales record and their absenteeism and their time card (which is a fairly good indication). The superintendent will come to me and the head of the department will report to the superintendent. When it is any serious matter it will come to me.

By Mr. Loggie:

Q. The manager in the department has no power to engage or dismiss?—A. No, he can recommend only. That is equivalent to hiring them. It would not be equivalent to discharging them because we would probably try them somewhere else if we felt that it might be dislike on the part of the head of the department, although that very rarely happens.

By Mr. Mowat:

Q. It is most unusual that you don't accept the recommendation for hiring?—A. Yes.

By the Chairman:

Q. Does the head of the department report to the superintendent?—A. As occasion demands. There is no regular report. We are usually closely in touch with the time card and the record of absenteeism and their sales on which we have a report every week. They cannot be falling away, late in time, if they make a certain percentage of sales.

Q. You don't ask for a regular weekly report on each employee?—A. No.

By Mr. Loggie:

Q. Do persons looking for a situation apply to the head of the department?—A. No. They don't. They go direct to the management. The head of the department, however, comes often up to us and says, "I know so and so to be a very good girl." If there is a vacancy in that department we will fill it.

Q. And she applies direct to the bureau?—A. Yes, to the employment bureau as we call it.

Q. The superintendent may tell you that he knows that girl?—A. No, the head of the department may tell the superintendent that he knows the girl, if they require any one in the department. But anyone coming into the house is directed to the employment bureau.

Q. Is the man in charge a superintendent?—A. No, he is the accountant.

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By the Chairman:

Q. What results would you expect to have in your organization if there were anything but the strictest supervision over the absences and the lates?—A. Well, I am afraid that we should find quite a percentage who would take advantage of any laxity of system.

Q. Can you give the committee any idea as to the percentage of days of absence?—A. I asked this morning before I came out and he said: "I have not the figures at hand but they are quite small."

By Mr. Mowat:

Q. About what?—A. Oh, they won't figure.

Q. Of one hundred girls, how many?—A. Not three per cent.

By the Chairman:

Q. How many employees have you?—A. We generally have three hundred and twenty.

Q. About how many females?—A. The females will be at least three quarters of them.

Q. About two hundred and fifty females?—A. Yes.

Q. Do you think the percentage of absences would not be more than three per cent?—A. I think not.

Q. In a year that would amount to eight or nine days. Do you allow the employees holidays?—A. Yes, if they have been there a certain time.

Q. How much?—A. If they have been there a year, one week. They may take as much more as they like at their own expense.

By Mr. Loggie:

Q. Is that a general practice, one week?—A. I think so. That is the condition we found and we accepted it.

Mr. LOGGIE: In the departments, they get two weeks, do they not?

Mr. MOWAT: Three weeks.

By Mr. Loggie:

Q. Have you any limit to the other weeks?—A. It depends. In July and August the more they take the better it suits. They generally take—most of them take another week, some of them a month altogether.

By the Chairman:

Q. About that absence, Mr. Grant, there would be about three hundred working days in the year?—A. Yes.

Q. Three per cent would be nine days. Do you think that your employees on the average, are absent nine days a year over and above the holidays allowed them?—A. No, I would not say that. None nine days. I doubt it.

By Mr. Loggie:

Q. That would be nine girls away all the time and if every girl were in her place all the time you could do with nine girls less?

Mr. MOWAT: At the risk of discontentment among those who were there.

The WITNESS: I would hardly want to say that there are nine away every day. No, there are not. Probably three out of the lot. No, I think that three out of the lot a day would be a nearer estimate.

By the Chairman:

Q. Which would be about one per cent?—A. Yes, one per cent.

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Mr. MOWAT: You amaze us. In the Post Office Department there is forty per cent.

The WITNESS: Well, that is probably because they can do it. They allow them so many days and that gives them the idea: you must be sick for so many days.

By the Chairman:

Q. From your general business experience, Mr. Grant—perhaps you cannot give a definite reply to this—from your general business experience would you consider say three or four days in the year absence on the part of each employee in a large staff about the regular thing?—A. Well, I think so. I would consider that enough. If there were a larger percentage—I was going to say if there were any employee away oftener than that I would be inclined to think——

Q. Of course an average might be increased somewhat by a lengthy absence on the part of one or two.—A. Yes, but it very very rarely happens, except at such times as the time of the Flu.

Q. Have many of your employees been on the staff for a considerable time?—A. Yes, we had quite a number there, when we came. I don't know how many.

Q. Of course that is only a year ago?—A. About a year ago.

Q. My idea was to know if there would be some employees who had been five, ten or fifteen years in your employment.—A. There are quite a number. One girl left on Friday to get married who had been there nine years.

Q. We can understand that the new employees perhaps are less subject to ailments than those who have been in the employ of the company a considerable time?—A. I think I said earlier in my evidence that we felt that docking and any other disciplinary measures were really essential for the protection of the conscientious ones who were always doing their best.

By Mr. Mowat:

Q. What is the effect, in your experience, of absentees upon those who are conscientious and who are regular—where they have to do the absentees work. Does it create discontentment?—A. It just comes into my mind that on two occasions last week I had a departmental head come to me and said the girls complained that so and so was away several times and that they had to do her work. It does create discontentment, I know. That is in the case of those who are prone to do that sort of thing.

Q. Well then, discontentment diminishes the loyalty of the employee to the institution?—A. Absolutely.

Q. You are quite strong on that?—A. Absolutely, because it could injure us in many ways, indifference in waiting on customers for instance, if their heart is not in the business.

Q. That is if they feel that they are doing more than their share of a day's work?—A. Yes.

Q. In your experience, in your different positions there, and also in the cash register business, have you found it advantageous to give to the head of the department the right to dismiss? Does he not have a greater power of discipline over the girls?—A. Well, I don't know that I would want to agree to the head of the department having the right to dismiss. A recommendation would be all that we would need I think.

Q. You say that your practice is now that you take their recommendation without question for hiring?—A. Yes.

Q. But you desire to be the judge of dismissals?—A. Yes, because we might change them to a different department. We would find from other sources whether this was a just request for the dismissal.

Q. You cannot leave it to him? There might be spite. It might be preference and favour and disfavour?—A. Yes, we feel that that might arise if we don't have the

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final say. It is very rarely of course that we do. The head of the department says: "She won't do this or that."

Q. The trouble is that the heads of the departments as a rule favour certain girls?—A. Yes, I think I have seen evidence of that kind but nothing very startling. Each department must produce a certain quota of sales and the clerk has that quota. According to her salary she is supposed to produce so much business. So, if she is producing the business, she might be impertinent to the head of the department still she might not be impertinent to the head of another department and we change her into another department.

Q. But human nature is human nature and the girl who can make herself agreeable to the head of the department has a better time than the one who is impertinent?—A. Naturally.

Q. And her absences would not be noted so much by the head of the department. Does that in your experience create any dissatisfaction among other girls?—A. We would notice the absences, we would have a report.

Q. Suppose it is a slight illness, a case of fatigue. Does the head of the department not have the right to excuse her?—A. He must sign a card. Suppose the girl is indisposed, she goes to the head of the department. He signs the pass and then it is turned over to the superintendent.

Q. But does anything depend on the favour or disfavour of the head of the department?—A. I hardly think that would apply in a department store, because the head of the department is only too anxious to get what sales he can. He is responsible for the success of the department.

Q. In what respects, in credit or money, in actual material advantage?—A. Material results, well, largely that. That is the great measure we have of the success of a department.

Q. And if the sales are good and going smoothly that means his business career is advantaged?—A. Yes it is only reasonable to suppose that his help must be loyal to him or he would not get the results.

Q. And his emoluments would increase?—A. Surely.

Q. Have your girls in the clerical department and in the sales department the same hours?—A. Yes.

Q. What are those hours?—A. We were first to adopt the 8-hour day for departmental stores. They come at 8.45 in the morning so that gives them a quarter of an hour to prepare for the opening of the store. The store closes at six and they have one and a quarter hours for dinner. That makes an 8-hour day, except July and August, when we give them Saturday afternoon.

Q. Then perhaps it would not be out of the way if you were to give us your opinion whether, if a deputy head of the civil service were given a certain amount of money to run his department, he would get better work than if he took the clerks who were appointed without his say?

The WITNESS: You mean if he hired his own help?

Mr. MOWAT: I mean that he has a certain amount of money to distribute among as many as could do the work. We want to know whether you could get the civil service on a commercial basis.

The WITNESS: Well, we are giving the bonus to heads of our departments, that is a percentage of the profit they have made in addition to their salary.

Q. And you carry it out in practice?—A. Oh, yes. We only did it with a few when we came in. But when we go to the new place that is to be the understanding with heads of the other departments.

Q. Suppose the head of the department had thirty men and women, you would add up the salaries of those people and say to him: There is the money for next year. I want you to employ just enough persons to do the work as well or better than

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the thirty persons are doing it, and he could employ twenty, perhaps, and do the work. Would you consider it fair for him to share in the balance by way of bonus?—A. Surely, we would get it in another way because the Budget assessed him would be less and that would increase his profits of course.

By the Chairman:

Q. Another question in regard to that matter of absences. You spoke of employees who were inclined to be discontented at the absence of some of the other employees. If they knew that those employees were absent on pay do you think that the discontent might be greater than if they knew they were absent without pay?

Mr. MOWAT: It is the parable of the labourer and the penny a day.

The WITNESS: There are not so many cases as would make it matter very much. It is only occasionally that we do hear of so and so being away.

Q. But do you expect—would you expect, from your knowledge of employees that they would be more discontented if they knew their fellow employees were absent and leaving them to do the work?—A. Yes. That is human nature.

Q. Can you give us any information regarding the absences of the male employees as compared with the absences of the female employees?—A. The absence of the male employee is so rare as not to be noticeable.

Q. Do you think the female absence is greater?—A. Yes. In fact we hardly hear a case of a man being off, except it is a matter of business.

Q. Your employees serve eight hours a day. Do they complain of the physical tiredness or strain?—A. No. We are not martinets. If there are no customers they are not compelled to be always straightening the stock or anything of that kind. If there are no customers to be waited on they may sit down. We endeavour to make things as pleasant for them as possible.

Q. Yet you don't employ more than are necessary to keep them reasonably busy?—A. Oh, no. It is in the afternoon that most business is done. People don't seem to get into the habit of shopping in the morning. In that way the rush hour is in the afternoon. The employees seem to be well pleased. The hours used to be 8.15 in the morning with doors open at 8.30.

Q. From the point of view of the female employees, do you think eight hours too much?—A. I don't think so.

Q. Do you think an hour and a quarter long enough for lunch?—A. Yes, in a small town like this, where the distances are not great for them to travel. I used to work in one large Department store in the States where they got half an hour for lunch. They brought lunch with them and had it in the lunch room.

Q. Too long a lunch hour has a tendency to make them careless about returning?—A. Yes I think there are a number of stores which open at eight thirty, they give their clerks an hour and a half for lunch just to make up.

By Mr. Loggie:

Q. Some of the stores in this city open at eight thirty?—A. There are still some.

Q. And they start to work at eight forty-five?—A. Yes.

Q. It is practically the same thing so far as working hours are concerned?—A. It is practically the same thing.

The WITNESS (continuing): I was saying that we adopted some of the methods of the National Cash Register Company in giving them a talk, when they come in, along the lines of loyalty and that, instead of service with one eye on the clock and the other on the pay envelope, how much better result they would obtain by being loyal to the company, how they should make the present opportunity a stepping stone to better things instead of simply looking upon the job as a place to abide for a time.

Q. What system have you for advancing your staff in their pay. Does the Departmental Manager have anything to do with it?—A. Oh yes, he can recommend that. In

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fact nearly all recommendations come from the heads of departments because employees are encouraged to go to the heads of departments and heads of departments will know whether they merit it or not. The head of the department may recommend an advance without knowing the condition of the selling record. He may recommend them because they are willing and obliging.

By the Chairman:

Q. Do you have conferences between the heads of the departments, the superintendents and the General Manager?—A. Yes, we are very strong on that.

Q. Do you consider that important?—A. It is very important.

Q. To maintain efficiency on the part of the staff you consider conferences necessary?—A. Yes, we have been strong on that. The managements, the heads of the departments, then the superintendent will have classes with the employees. It gives them a better understanding. We unfold our plans and what our intentions are. We let them thoroughly understand that we have a supervision over them, and that promotion is coming to the deserving ones.

Q. It acts as a stimulus to the employees?—A. Yes.

Q. Could you give us any general idea of the average wages of your female employees?—A. I could not. Of course, I presume wages in department stores do not compare with Government wages.

Q. We don't wish to inquire into what may seem private. But could you give us an idea as to the minimum and maximum among the females, speaking generally?—A. The minimum for a girl, if she is new, and does not live at home, is nine dollars a week. She does not earn it of course.

By Mr. Loggie:

Q. If she is living at home?—A. Anything—seven or eight dollars. Immediately they become proficient it is ten, twelve, fifteen, eighteen.

By the Chairman:

Q. Would you consider fifteen dollars a week fairly good wages?—A. That is a fairly good wage.

By Mr. Long:

Q. Do you make any concessions to them in the way of prices?—A. Oh, yes.

Q. It is a financial consideration?—A. Surely.

By Mr. Loggie:

Q. That is done by a percentage off?—A. By a percentage off the selling price.

The Committee adjourned to meet again at the call of the Chair.

OTTAWA, June 26, 1919.

The Committee met at 2.30 o'clock to-day, Mr. Steel in the Chair.

Mr. A. D. WATSON, sworn.

By the Chairman:

Q. What is your position in the Civil Service?—A. Actuary in the Insurance Department.

Q. How long have you held that position?—A. I think it is just four years, as nearly as I can remember.

Q. What was your previous work?—A. I was in the same line of work, actuarial work, although I did not hold the position of actuary.

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Q. In the Civil Service?—A. Yes. I have been in the department for thirteen years. I was in the same line of work, but did not hold the title of actuary until four years ago.

Q. Did you have any experience prior to going into the Department?—A. No, I came from the university.

Q. You are a university graduate?—A. Yes.

Q. What university?—A. Dalhousie.

Q. Have you prepared any statement for the committee?—A. I have not. I have been so busy that I have been unable to. I thought perhaps that what you would want was so general that it would be very little use for me to prepare anything.

Q. The committee is interested, Mr. Watson, only in the inside service. We are anxious to know your views and what evidence you can give as to how superannuation would affect the efficiency of the service. That is the general question we put. You have no statistics regarding the Civil Service?—A. No. Statistics might be compiled from very many points of view on that subject. Undoubtedly there are a good many men in the civil service, some women too, who have passed from the age of main usefulness. The Civil Service Commission some time ago obtained figures from the different departments in regard to that matter.

Q. Have you seen that report?—A. I saw the memorandum and they set out a considerable number who might with advantage to the Department, be relieved of their duties.

Q. Have you any specific information to give to the committee as to the need, in addition to what you have seen, in that memorandum?—A. General information in this way—that it is the consensus of opinion of civil service administrators the world over and also those charged with the responsibility of administering large industrial concerns—they are of one opinion that to obtain the best efficiency in any large establishment there must be some well ordered system for superannuating the aged and also those who become inefficient by reason of ill health. There are no two opinions about that question generally speaking.

Q. Could you give us a summary of the different reasons why those views are held?—A. I would like to say, first of all, that a scheme of superannuation to attain its greatest usefulness should form a part of the general scheme of administration of the institution. Whether it is the civil service or a bank it should fall in with the scheme of appointment and of promotion and most of all, of retirements. It would be an easy matter to have a scheme of superannuation in an institution, particularly in the Civil Service—if we are considering the Civil Service as one—where it would not make either for economy or efficiency. In a service where appointment is made by patronage and promotion is made the same way and a scheme of superannuation is provided for absolute retirement, say at sixty-five years of age or somewhere around there,—a scheme of superannuation in a service of that kind—I doubt if it does accomplish anything. But if in a service, the scheme of appointment and of promotion is well ordered and well thought out, then a well advised scheme of retiring employees on a financial consideration will undoubtedly help and the reasons are these: First of all, it is a peculiar attraction to men entering the service. One can easily realize that thinking of one's own life as a young man, thinking of taking a position, say as an engineer in the Government with a fair salary, and fair treatment in the way of superannuation, or, on the alternative, taking a position perhaps with a larger salary but with no superannuation—generally speaking, you would decide for the employment where there was superannuation.

Q. Feeling that old age is provided for?—A. —is provided for. I would not like to put too much stress on the effect of superannuation in attracting men to the service. The main need is to retain men after they have acquired efficiency. That has been the trouble with the Civil Service. Too many of the men, when opportunity has knocked harder than they were prepared to resist, have not in many cases resisted.

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They have taken positions outside. Of course, it usually means a good deal more salary than in the service, because a man, when advanced in years, does not like to break up his life without considerable advantage. Perhaps the main consideration of superannuation is that it holds men in the service when their efficiency is well established. The next great important thing is that a well advised scheme eliminates from the service those who, through ill health or advancing age, are unable to render the service they are supposed to render. The memorandum of the Civil Service Commissioners says that there are a large number in the Civil Service now, and perhaps there are a good many more in the service who don't appear in the memorandum, who might with advantage be superannuated. It is hard to realize the loss there may be to the country through one civil servant occupying or blocking, as you wish to put it, a fairly high executive position, where things are simply dead year after year when initiative ought to be brought to bear on the administration of the department. That situation may continue and sometimes does continue for years and the loss is nowhere comparable with any superannuation allowance. It may be twenty times the superannuation allowance he would draw. Look, from another point of view, whether it is not more economical to allow men who are unable to render at least reasonable service to stay at home at one half or three quarters of the salary or continue where they are on a full salary. That is another way of looking at it.

Q. Under certain conditions, you think that might be to the best interests of the State?—A. There are many cases where the Government could pay them three or four times the salary and allow them to stay at home. That would not be on the average.

By Mr. Long:

Q. Have you any particular case in mind when you make a statement of that kind?—A. One would prefer not to say so. I have a case in mind, however, of a high administrative official. I have heard things about his department and they are very many, and I know the administration must be interfered with a very great deal because he is very old and tumbles about, and it is so hard to get anything done in a department of that kind. I have not the least idea what the loss must be to the country, but it must be enormous.

By the Chairman:

Q. These reasons for superannuation apply pretty generally to all large organizations. Are there any reasons in addition to what you have given that especially apply to the Civil Service?—A. The three main reasons I have given—attracting men to the service, retaining them when they have attained efficiency, eliminating them when they fall into inefficiency, and particularly in old age. In giving those points I am looking at the thing purely from what one might call an economic point of view, leaving out of account any feelings, any sympathetic consideration for aged employees. That has its place, but I think superannuation can be defended simply on economic grounds alone and the main reason why it can be so defended is that the administrative service is carried on by human beings, and one human being will hesitate to put another out on the street after years of service simply because he cannot stand up to his ordinary work. I might relate a little incident that occurred some years ago. There was an elevator man in the House of Commons, and complaints were made about him that he was shaking so much people were afraid to go up and down with him. The matter was brought up in the House of Commons. Mr. Monk, who was then Minister of Public Works, said—you will find it in Hansard “I never dismissed a man on account of age. I will have to see what can be done about it,” or something to that effect. That is just the situation. Men responsible for other men are not going to turn them out. Then it becomes a practical matter what methods may be adopted of relieving them of their duties in a humane and proper manner, with advantage to everybody. I think the retiring age on the average should not be so advanced that it

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would break men, that everyone would break down in the service. That is my personal opinion. I think a man should retire at such an age that, generally speaking, he is able to take up new pursuits, and, in a way, to re-arrange his life again. If he stays too late, he is liable to fall right down when giving up his life work. He cannot take up new interests later.

Q. The Civil Service are paid salaries which presumably are reasonable. We appreciate the force of the argument you have given us in favour of superannuation generally. But why should civil servants, who are in the employ of the State at reasonable salaries, be further provided for by means of superannuation?—A. It becomes a practical problem. We have to determine which way, in practice, the business of the country can best be run.

Q. I understand that. But why should civil servants not be able, out of the salaries they receive, to provide for their old age?—A. You may do it as you like. It is very largely immaterial which way you do it. The social, economic arrangements that we undertake to put into force have a way of very shortly adjusting themselves. They work themselves out. For example, if the Government were paying high salaries, we will suppose and in addition were offering liberal superannuation without any reduction in salary—it would not be economical to start with—but it might very well adjust itself in the course of comparatively a few years into being an economical policy for the reason that the Government would have the very pick, the most efficient help the country could produce. There are very few positions so menial in the service or anywhere else where an industrious, stirring individual cannot effect great improvements and produce results that will have economic value. If you start a superannuation scheme with reduction of salaries, conditions will have a tendency to adjust themselves. In England they have gone into that very thoroughly. They had departments side-by-side with one another. They had one with superannuation and the other without and the same class of work in both. They came to the conclusion that employees with superannuation are held to their work on lower salaries than those in other establishments.

By the Chairman:

Q. After all it becomes a practical matter as to what is most profitable to the State?—A. It is a practical matter mainly and that is looking at the thing broadly, from every point of view. There is one objection I think to a free pension scheme. I am not in favour of it personally, although I do believe on the whole it is perhaps the most economical. But there is one point of view. It is doubtful if in the long run your employees are going to be so well satisfied under it. First of all there is just a suspicion—well, already, there is a suspicion against the Civil Service that they are, in a way, living at the expense of the country. If in addition a free superannuation scheme were given, it is rather irritating to employees and then again the salaries are kept—that is the experience in England—are kept at a lower scale than they otherwise would be and in some particular cases, where men are practically forced to leave their employment for personal reasons, there is no scheme under which any return can be made to them. They have contributed nothing. They can make no claim for return. That, under the railway scheme in England has proved an unsatisfactory arrangement. Men feel that they should get some consideration when they leave although of course they cannot expect to get the full quota.

By Mr. Boys:

Q. You are in favour of retirement as a civil servant grows older, giving reasonable superannuation?—A. Yes.

By the Chairman:

Q. After a superannuation scheme came into force, it would be to the interests of the country and possibly of the service that every care should be taken to prevent admission to the service of persons who would, at too early an age become incapacitated from physical reasons?—A. Yes.

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Q. Would you recommend a medical examination such as an insurance company, for instance, insists upon?—A. I don't think that it would be well perhaps to go to the extreme of an insurance company but certainly there ought to be a good physical test. A man perhaps might have some physical impairment and yet be an excellent man in the service. He might have a heart which is not too good which would make him an unfavourable subject for insurance. But he might be a splendid civil servant for years. But certainly generally speaking there should be some physical test. That is practically all that can be said or done on a thing of that kind.

By Mr. Boys:

Q. You have considered the matter yourself and you have given us your opinion as to what you think ought to be done with regard to superannuation and retirement. Is there anything further you would suggest?—A. In addition I think there should be included benefits for widows and children.

By Mr. Loggie:

Q. What about payments from the members of the civil service?—A. I am in favour of their contributing.

Q. Would you say twenty-five per cent or one-half?—A. My personal view is that it would be better for the employees to contribute a pretty stiff percentage. I would say they ought to start out with the idea of not paying less than one-half, the Government providing the balance. It is impossible to figure out that half and half precisely. It is ostensibly done but it cannot be done exactly. If you say half and half, you have to be adjusting your contributions all the time. Instead of that, I think a scale of contributions should be determined to start with and if experience shows that the contributions amount to more or less than say one-half, the Government should take the profit and loss.

By Mr. Loggie:

Q. What percentage of the salary would be necessary?—A. A very good system could be set up with ten or twelve per cent. There could be fair benefits with such a percentage.

Q. So far as you know would the civil servants generally be in favour of paying a considerable percentage?—A. I think so.

Witness discharged.

The CHAIRMAN: I have received from the Canadian National Railways a statement as to the absence among their employees. I think it might very properly be placed on the records.

Mr. Boys: What is the average?

The CHAIRMAN: 1.41 per cent, or a little less than four days a year. The employees total 885. Of these 529 are males and 356 females.

The committee adjourned.





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